MAY 8 1951

THE SURVEY

SPRING BOOKS MAY 1951

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Associate and Special Group Meetings

AMERICAN CANCER SOCIETY, INC.

Meeting: May 17, 2:00-5:30 P.M.
Jefferson Auditorium
Subject: *"Problems and Prospects in Cancer Control"*
Speaker: Dr. Charles S. Cameron
Consultation, literature, exhibit at booth

AMERICAN FOUNDATION FOR THE BLIND, INC.

May 17, 1-3:30 P.M. Luncheon, Hotel Madison
"Community Services for the Blind"
May 17, 4-5:30 P.M. Meeting, Hotel Madison
"The Psychological Roots of Attitudes Toward the Blind"
"How Can Social Casework be Effective in the Development of Better Attitudes Toward the Blind?"

AMERICAN HOME ECONOMICS ASSOCIATION

Headquarters, Ambassador Hotel
Booth D4 at Auditorium and Consultation Service on Budget Standards; Home Economics and Nutrition Services and Personnel
Joint session with associate groups—
Tuesday, May 15, 2-5:30 P.M.

THE AMERICAN NATIONAL RED CROSS

Headquarters: Hotel Ambassador
Luncheon Meeting: Tuesday, Ambassador Venetian Room
No speaker—informal—for present and former Red Cross workers
Booth—arrange to meet Red Coss representatives here.

CHILD WELFARE LEAGUE OF AMERICA, INC.

Headquarters: Hotel Traymore
May 15—9:15-10:45; 11:15-12:45—Joint Associate Group Meetings
7:00 P.M.—Annual Dinner Meeting
May 17—9:15-12:45; 2:00-4:00; 4:15-5:30
"The Dynamics in Adoption"
9:15-10:45; 11:15-12:45
Institutional Care for Children: *"How We Changed with the Times"*
9:15-10:45 A.M.
"Creative Evaluation of Day Care Programs
4:00-5:30 P.M.
"Long-Time Temporary Placements of Children"
Publications, case record exhibit and consultation service, Booths C-5 and D-22 in Auditorium

INTERNATIONAL CONFERENCE OF SOCIAL WORK

(Canadian and U. S. Committees)
Meetings: May 17—morning—Report on 5th International Conference in Paris—afternoon—Plans for 1952 Conference in India
Booth: European Tour Summer 1951, Publications, Membership.

NATIONAL CHILD LABOR COMMITTEE

Thursday, May 17. Dinner Meeting. Hotel Brighton
Subject: *Youth Look at Employment Problems*
Chairman: Dr. Eduard C. Lindeman
Panel Discussion by four young workers out of high school and four high school seniors.

NATIONAL FEDERATION OF SETTLEMENTS AND NEIGHBORHOOD CENTERS

Headquarters, Hotel Brighton
Board and Committee Meetings, May 9th & 10th.
Conference, May 10th through noon, May 13th.
Consultation at Booth, May 14th to May 18th.

NATIONAL SOCIAL WELFARE ASSEMBLY
NATIONAL COMMITTEE ON THE AGING

Open Dinner Meeting: Thursday, May 17
Hotel Traymore
Consultation at booth.

NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC.

Consultation, literature, and exhibit at booth
Joint sessions with National Committee on Sheltered Workshops and the Homebound. Tuesday, May 15, 9:15-10:45: *Role of Public and Private Agencies in Rehabilitation.* Thursday, May 17, 9:15-10:45: *Operation of Sheltered Workshop.*
Joint session with the American Association of Medical Social Workers. Tuesday, May 15, 9:15-10:45: *Group Counselling.*

THE SALVATION ARMY

Headquarters, Hotel Madison
Delegate Conference, May 12-17
Public Meetings: May 15, Hotel Madison, Solarium
9:15 A.M. *"Casework in Everyday Language"*
2:00 P.M. *"Can we help the Alcoholic—an analysis of Salvation Army Methods"*
May 17, Hotel Madison, Solarium
2:00 P.M. "Group Work in Action—a demonstration"
7:00 P.M. Public Dinner Meeting, Hotel Madison Dining Room. Speaker: Dr. John Sutherland Bonnell, Minister Fifth Avenue Presbyterian Church, New York City

SURVEY ASSOCIATES, INC.

Presentation of *THE SURVEY AWARD*, May 14.
Monday Evening Session 8:30 P.M.
Exhibit at Booth 5

78th National Conference of Social Work

Atlantic City, New Jersey — May 13-18, 1951

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DIRECTORY OF ORGANIZATIONS

AMERICAN ASSOCIATION ON MENTAL DEFICIENCY, INC. A National Association devoted to the care, education, training, community placement and supervision of retarded and mentally defective children and adults. Membership $6.00 per year. Publishers of American Journal of Mental Deficiency, quarterly, $7.00 per year; and A.A.M.D. News, $1.50 per year; annual Directory of members, including list of public and private institutions for retarded, $3 per copy. Applications, subscriptions and orders to P. O. Box 96, Willimantic, Connecticut.

AMERICAN CANCER SOCIETY, INC., 47 Beaver St., New York 4, N. Y. Founded in 1913 for the control of cancer. Has 61 chartered divisions under which local units operate. Raises funds annually to support cancer research, education of the public and physicians, improvement of standards of cancer diagnosis and treatment. Fresh educational materials include: films, "Breast Self-Examination" and "Crusade"; publications, "CA" (professional journal) and "CANCER NEWS" (lay & prof.); pamphlets, "101 Answers to Cancer," "The 5 W's of Cancer," "ACS—What It Is, etc."; such material obtainable from the Society's divisions and local units.

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; M. Robert Barnett, Executive Director.

AMERICAN FRIENDS SERVICE COMMITTEE, Inc. (Quakers) (1917); 20 S. 12th St., Philadelphia, 7; Lewis M. Hoskins, Executive Secretary; Clarence E. Pickett, Honorary Secretary. Activities: The Committee represents the Society of Friends in relief and social welfare services on a nonsectarian basis and without discrimination of race or nationality. Present activities include the following: relief and rehabilitation projects in Austria, China, France, Germany, India, Israel, Italy, Japan, Pakistan; refugee aid in the United States and abroad; race relations, including a job opportunities program and a visiting lectureship; economic relations, including an industrial relations seminar and youth projects of interneships in industry and cooperatives; international relations, including institutes of international relations for high school age and adults in communities on the United States and seminars for foreign and American students in the United States, Europe and Asia; self-help housing projects in cities and rural areas; and youth projects for young people, in addition to the interneships, institutes, and seminars mentioned above, including work camps in the United States, Mexico and Europe, and Institutional Service Units in state mental and correctional institutions.

AMERICAN HEARING SOCIETY—817 14th St., N.W., Fifth Floor, Washington 5, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $3.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Services. C. Stewart Nash, M.D., President; Harry P. Wareham, Executive Vice President.

THE AMERICAN NATIONAL RED CROSS. Administered through national headquarters in Washington, D. C., and four area offices in Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,738 local chapters, organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces and Veterans (including Home Service); the National Blood Program; International Activities; Disaster Services; Nursing Services; Food and Nutrition Service; First Aid, Accident Prevention, and Water Safety; Volunteer Services; Junior Red Cross; and College Activities.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications, 5287 Sunset Blvd., Los Angeles 27, Calif.

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 28 E. Jackson Blvd., Chicago 4, Ill.

ASSOCIATION FOR PSYCHIATRIC TREATMENT OF OFFENDERS: Research-Therapy Forum. Dr. Melitta Schmideberg, Chairman. 20 East 84th Street, New York City. Non-profit. Free or low-fee treatment. Psychiatric treatment of adult and juvenile offenders. Monthly forum meetings. Workshop meetings in social treatment of offenders for social workers. Information, call Jack Sokol—Wadsworth 6-2551.

BIG BROTHERS OF AMERICA, INC. (United States and Canada). Founded in the interest of prevention and correction of juvenile delinquency. An international association of Big Brother agencies using volunteer laymen under supervision of professional social workers in guiding boys. Its membership is open to Catholic, Jewish, Protestant and non-sectarian Big Brother Organizations. President, Charles G. Berwind. Headquarters, Broad Street Station Building, Philadelphia 3, Pa.

BOY SCOUTS OF AMERICA, 2 Park Ave., New York 16, N. Y. Incorporated 1910 and chartered by Congress in 1916 to develop character in boys and train them in citizenship. Programs: Cub Scouting—8, 9 and 10; Boy Scouting—11, 12 and 13; Exploring—14 and upward, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Amory Houghton, Pres., Dr. Arthur A. Schuck, Chief Scout Executive.

BOYS' ATHLETIC LEAGUE, INC., 112 East 19th Street, New York 3, Algonquin 4-1753. Arranges invitation tournaments in indoor and outdoor sports for Boys' Clubs, Social Settlements, Community Centers, Church Houses, Y. M. C. A.'s, Y. M. H. A.'s, etc., throughout Greater New York. Gustavus T. Kirby, Honorary President; Jacob Eichel, President; Arthur Price, Treasurer; Willard L. Kauth, Director. Sponsors: The Benjamin Harrison Recreation Center, 657 Tenth Avenue; Theodore Roosevelt Recreation Center, 2077 Second Ave.; Tot-Lot Playground, 422 West 49 Street; Tot-Lot, 110 East 110 Street; Camp Sebago, Camp Wakonda and Camp Orenda in the Palisade-Interstate Park; Co-Sponsors: Lincoln Recreation Center, 240 West 113 Street; School Settlement, 120 Jackson Street, Brooklyn.

CAMP FIRE GIRLS, INC., 16 East 48 Street, New York 17, N. Y. Mrs. Richard W. Blalock, President; Miss Martha F. Allen, National Director. Founded in 1910, by a group of progressive educators, "to perpetuate the spiritual ideals of the home and to stimulate and aid in the formation of habits making for health and character." It provides health and character-building activities for girls 7 to 18 and stresses home and related crafts.

CHILD WELFARE LEAGUE OF AMERICA—24 West 40 Street, New York 18. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

COMMUNITY CHESTS AND COUNCILS OF AMERICA INCORPORATED, 155 East 44th Street, New York 17. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

GIRL SCOUTS OF THE U.S.A., 155 East 44th Street, New York 17, N. Y. President: Mrs. C. Vaughan Ferguson. Founded in 1912 to help girls between the ages of 7 and 17 prepare, with volunteer adult leadership, for their responsibilities in the home and as active citizens in the community and in the world. Girl Scouts of the U.S.A. offer activities in eleven program fields covering international friendship, outdoor life, homemaking, the arts, and future vocations.

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowry, Rev. I. George Nace; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles 18, Calif.; Midwestern, Rev. Ellis Marshburn, 127 North Dearborn St., Chicago 2, Ill.

THE INTERNATIONAL CITY MANAGERS' ASS'N., 1313 E. 60 Street, Chicago 37, Ill. To aid in improving municipal administration (1) the Municipal Year Book; (2) Public Management, monthly journal on local government, (3) Management Information Service for Cities on fee basis, (4) Eight correspondence courses in municipal management. Write for more details.

LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

NATIONAL ASSOCIATION OF THE DEAF, 121 West Wacker Drive, Chicago 1, Ill. Byron B. Burnes, President; Robert M. Greenmun, Secretary-Treasurer. Organized 1880. Incorporated 1900. Objects: Educational, Social, Industrial Welfare of the Deaf, Quadrennial National Conventions. Official Organ, The Silent Worker, $3.50 year. Lists achievements of deaf in Industry, Education, Sports, and Religion. Section for Parents of Deaf Children.

NATIONAL COMMITTEE ON ALCOHOLISM, INC., 2 East 103rd Street, New York 29, N. Y. A non-profit organization established in 1944, to aid in the education of the public in matters pertaining to alcoholism. It does not take sides in the Wet-Dry controversy. It provides speakers to interested groups and distributes factual unbiased literature. It organizes citizen's committees in communities throughout the country, and sponsors and guides these local committees in programs of education and action in their communities, designed to meet this great medical and social problem. Through these local affiliates it promotes and establishes facilities for the rehabilitation of the alcoholic. It promotes prevention of alcoholism through education and rehabilitation.

NATIONAL CONFERENCE OF SOCIAL WORK, 22 West Gay St., Columbus 15, Ohio; Ewan Clague, President. The Conference is an organization to discuss the principle of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $7.50. 78th Annual Meeting, 1951. Atlantic City, N. J.

NATIONAL HEALTH AND WELFARE RETIREMENT ASSOCIATION, INC., 10 East 40th Street, New York 16. Organized 1945 to provide a nonprofit retirement program for health and welfare agencies to supplement Social Security. More than 2300 organizations and agencies covering 25,000 workers, use the facilities of this Retirement Association. The Plan provides transferability between member organizations. Write for information.

(In answering advertisements please mention THE SURVEY)

(Continued on next page)

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DIRECTORY OF ORGANIZATIONS

NATIONAL COUNCIL OF JEWISH WOMEN, 1819 Broadway, New York 23, N. Y. Mrs. Irving M. Engel, President. FIFTY-SIX YEARS SERVICE TO FAITH AND HUMANITY through:—SOCIAL WELFARE—Mental hygiene program; Council houses and clubs, nurseries; clinics; camps, work with the aged and handicapped; scholarships. OVERSEAS SERVICES—Operation of a home for unattached girls and young women in Paris; scholarship grants at American Universities for study in social welfare, public health, nutrition, nursing, occupational therapy to qualified young women from abroad who return to work in their own countries. EDUCATION AND SOCIAL ACTION—Contemporary Jewish Affairs, international relations and peace, social legislation. Study groups under National direction keep Jewish women throughout country alert to vital current issues. Through local Sections, SERVICE TO FOREIGN BORN—Immigration aid, port and dock work, naturalization aid, Americanization classes, location of relatives. SUPPORT OF SCHOOL OF EDUCATION, HEBREW UNIVERSITY, JERUSALEM. 234 Senior Sections in United States—also Junior and Councilette groups. 85,000 Senior members.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. James E. Perkins, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis medical journal, $10.00 a year; and Monthly Bulletin, house organ, free.

NATIONAL RECREATION ASSOCIATION—315 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games; arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic fields and other recreational facilities.

NATIONAL HOUSING CONFERENCE, 1025 Vermont Avenue, N. W., Washington, D. C. A citizens' organization, working to help secure a better housed America, promoting slum clearance, public low-rent housing, urban redevelopment, and housing for families of middle income. Acts as coordinating agency for housing information to labor, veterans', religious, social welfare, educational, minority and public interest organizations. Monthly newsletter, special reports and studies throughout the year, and Annual Meeting. Lee F. Johnson, Executive Vice President.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. Gerard M. Ungaro, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member units seeks to provide health, welfare, educational, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs of other agencies. Maintains special cerebral palsy services; consultation by professional staff; loan library. Financed by annual sale of Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $2.00 a year.

THE NATIONAL VOCATIONAL GUIDANCE ASSOCIATION, Campbell B. Beard, Executive Secretary, 1424 16th St., N.W., Washington 6, D. C., is the professional organization for counselors and others engaged and interested in vocational guidance and the publishers of OCCUPATIONS, the Vocational Guidance Journal.

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities:—Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormick, Exec. Dir.; Robt. R. Hannum, Dir. of Vocational Placement.

THE NATIONAL FOUNDATION FOR INFANTILE PARALYSIS, INC., 120 Broadway, New York 5, N. Y. A non-profit organization pledged to lead, direct and unify the fight against infantile paralysis and supported by the March of Dimes. Through more than 2,800 Chapters serving every county of the nation, it helps pay for the best available care and treatment for polio patients whose families cannot pay full costs unaided, regardless of age, race, creed or color, and assists in staffing and equipping local polio centers. It supports scientific investigation into the cause, prevention, cure and treatment of infantile paralysis and finances the professional training of scientific and medical personnel. It maintains a year-round program of public information and education about the disease.

NATIONAL URBAN LEAGUE, organized in 1910, with 58 local branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. Specializes in securing full use of Negro manpower in public and private employment. Publishes special bulletins on interracial and community problems. Provides fellowships in Social Work. Solicits contributions and gifts. 1133 Broadway, New York 10. WAtkins 4-0505.

MARGARET SANGER RESEARCH BUREAU
17 W. 16th St., N. Y. City. WA 9-6200.
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Every day 9 A.M. to 4 P.M.
Saturday 9 A.M. to 1 P.M.
Wednesday & Thursday eve. 5:30 to 8 P.M.

THE VOLUNTEERS OF AMERICA, 34 West 28th Street, New York 1, N. Y. A nationwide religion-social welfare organization founded in 1896 by Ballington Booth and Maud Ballington Booth to meet spiritual and varied physical needs of the unadjusted and disadvantaged of all nationalities and creeds thru institutions, posts and departments in most major American cities.

Coming
in
THE SURVEY
for June

Report of
National Conference of Social Work — A Special Section
News — Gist of Events — Highlights — Personalities and Pictures

See THE SURVEY at NATIONAL CONFERENCE, Booth #5. Browse through issues, past and present. Single copies, Reprints, Subscriptions for sale.

SURVEY ASSOCIATES, INC.

112 East 19 Street New York 3, N. Y.

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Letters from Survey Readers

APWA and the Assembly

To the Editor: I read with considerable concern in the April 1951 issue of *The Survey* that the American Public Welfare Association has withdrawn from membership in the National Social Welfare Assembly. I can't presume from this distance to know all of the factors that entered into this decision but I can sincerely hope that it is not symptomatic of a policy of sharp impatience at all levels, national, state, and local, with the minor role accorded public welfare in the deliberations and activities of planning organizations.

I know that impatience with many so-called planning bodies exists because it has been expressed on more than one occasion at the regional conference of the American Public Welfare Association, Community Chests and Councils, and other groups. By a curious coincidence, part of the basis for this impatience is illustrated in another section of the April 1951 issue of *The Survey*, where significant tendencies in community organization during the past dozen years are presented by a representative of the community organization field, as, "extension of the community chest idea to the state level, resurgence of the principle of federated giving, an introduction of national budgeting machinery." These are, of course, important trends but to identify them as being more or less sole and unique trends is to ignore or even deny the more profound impact on our communities of social security, public assistance, and public child welfare services.

If planning is being devoted, through the sort of structure it operates in or through one-sided pressures, to the concerns largely of the voluntary field, public welfare officials have a just basis for serious complaint.

I can only plead that negotiations be started soon for reaffiliation of the American Public Welfare Association with the National Social Welfare Assembly, with the plea that in the future our public welfare associates be given the real opportunity to examine how community organization for health, welfare, and recreation, publicly or privately financed, can be improved and extended and how the machinery we have for community organization, research, and planning can and should be altered to fit better the needs of the times.

Rudolph T. Danstedt
Executive Director, Social Planning Council of St. Louis and St. Louis County

The Aging Again

To the Editor: As a Survey Associate who for years has enjoyed and admired your courageous ahead-of-the-times social analysis, reporting, and synthesis, I am a bit disappointed for the first time—in the lead article in the Common Welfare section in the March *Survey*.

I find the article "The Aged and Society" by John J. Corson unrealistic. Mr. Corson apparently did not sense the recent rapid developments in philosophy, programs, planning, and research on the aged until he came across one symposium, "The Aged and Society." Every point he makes has been emphasized by a score of authors during the last four years.

Several facets of the problems of the aging other than those Mr. Corson mentions have been recognized as fruitful fields for research, education, and practical application. Among the important trends he overlooks are the following:

Fitting the older worker to a productive job requires much more than simplification. At least four important research projects are dealing with this relationship.

One of the social evolutionary processes, the practical applications of which are being investigated, is the effect of the shorter work day and year with the enlarged opportunity to prepare for retirement.

The necessity for "keeping the aged at work" may be viewed differently if preparation for retirement becomes more adequate and other life-giving stimulants are developed beyond paid labor.

Seniority is not universally recognized as a desideratum by all unions for very sound social reasons.

A very significant trend, I think is the recognition that the responsibility for a good life for later years is shared by the individual himself with various groups in his community.

And so I might go on, but I trust that I have written enough to suggest that I shall look forward to some further recognition of the thinking of such leaders in the field as Senator Thomas Desmond of New York, Ollie Randall, who have already written for *The Survey*, Clark Tibbetts, and others. Alice M. Loomis
Community Consultant on Services for the Aged, Rochester, N. Y.

To The Editor: My article, "The Aged and Society," was, as Miss Loomis has pointed out, limited by the content of the symposium I had been asked to review. But had it not been, I would have found it difficult to depict any substantial evidence that our society has recognized its responsibility for meeting the social needs of retired citizens. Certainly there are encouraging developments in the field of placement, recreation, education, and housing for the aged. But only wishful thinking would translate these beginnings in a few cities and towns into "a widespread development of a philosophy of social responsibility."

Miss Loomis and I can agree to a greater degree that the employment of older people is receiving increasing attention. And this assuredly is good, for work provides not only economic security but fills in substantial part the older persons' need for "belonging." For those who can't work I heartily agree more is needed than a cash income; unfortunately that additional social provision is available to few of the retired aged in the United States of America in 1951.

Management Consultant John J. Corson
Washington, D. C.

A Voice of Youth

To The Editor: I just finished reading your symposium "Service in Time of Crisis". [March *Survey*]. It was excellent as far as it went. I especially like the question on boosting the morale of people like myself faced with the grim prospects that confront us today. Personally, I have no gripes or axes to grind. I will have to accept what comes as it comes and make the best of it. Just because I am going to be cannon fodder for a very pointless "police action" does not make me want to see everybody, especially women, drafted for anything.

It amazes me that my fellow junior citizens put up so passively with all the messing around that the middle-aged muddleheads subject them to in the mobilization program. We can't get jobs if we are of questionable draft status, some of us can't volunteer, many can't graduate until after the war, and we aren't enthusiastic over making heroes of ourselves after hearing brothers and veteran friends tell about modern methods of combat.

I have a friend who graduated from Columbia last June. He had a good job and got married in September. He got his notice from his draft board that he had till January. His in-laws gave his bride and him a wedding gift of a trip to Europe. They left, planning to come back for his induction. His Board got excited and threatened to send MP's after him. He returned and now they don't want him so urgently — he is still (April) waiting around.

This country was born in revolution but the peoples of Asia don't seem to have a Declaration of Independence or Franklins and Paines on their side. But God bless free enterprise, we can do no wrong.

Chicago, Ill. Robert C. Elliot

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Among Ourselves

BELATEDLY, *The Survey* extends birthday greetings and good wishes to a friend and helper of many years standing—the *Readers' Guide to Periodical Literature*—which on March 25 issued Vol. 51, No. 1. The *Guide,* which today is the most widely used of all library indexes, began as a four-page supplement to the "Cumulative Book Index," published by H. W. Wilson in Minneapolis. The initial supplement indexed seven periodicals of which only two (*Atlantic Monthly* and *Harper's)* survive today. The permanent file of the *Guide* now is made up of sixteen volumes of more than 1,000 pages each, and a seventeenth is in preparation. Since 1909, *The Survey* has been included in the *Guide,* which now indexes a total of 117 magazines. The *Guide* is only one of the periodic indexes, lists, and catalogues evolved over the years by the ingenuity of that amazing mid-westerner, Harvey W. Wilson, who has done so much to make the resources of libraries readily available to students, research workers, and general readers.

TWO *SURVEY* CONTRIBUTORS have their names on new and rather unusual publications. Samuel Guy Inman is the author of a 58-page pamphlet, "A New Day in Guatemala," published by the Worldover Press, Wilton, Connecticut, which brings together many facts not available to American newspaper readers. The Pandanus Press, Miami, Florida, has published as one of its series of "chap-books," a slender and beautifully printed collection of verse by Ingeborg Kayko under the title, "Strangler Fig and Captive Tree." *The Survey* has carried a number of Mrs. Kayko's poems, the most recent "The Old and the Young," last month.

THE DETAILED STORY of the 1950 Education and Child Care Institute, Berlin, Germany, is vividly told in an unusual joint report by the Unitarian Service Committee (9 Park Street, Boston 8) in co-operation with the *Arbeiter-Wohlfart,* the agencies which sponsored the project. *Survey* readers who were impressed by the report of one of the American participants, Gunnar Dybwad, in the March issue, will be interested in this fuller account of a creative effort to bring to a group of German social workers modern principles and methods of child care.

THE LONG SLOW PROCESS of unwinding the red tape delaying the opportunity for thousands of displaced persons to begin new lives, reported at intervals over the past five years by *The Survey,* has come up against another snarl, caused mainly by the United States Internal Security Act—known popularly as the McCarran Act. Temporary suspensions of visas already issued and long negotiations between the Displaced Persons Commission and the Department of State over screening regulations, have so slowed down the processing of persons planning to resettle in the United States, that 40,000 of them may lose this opportunity unless the approaching deadline—June 30, 1951—to the U. S. Displaced Persons Act is extended. The delays which have hampered the whole IRO program may make it necessary to extend that organization's life.

A PROFIT AND A LOSS have been chalked up in the last two months by the forces which for three years have been struggling to end the racial discriminatory policies in the Metropolitan Life Insurance Company's city-aided housing project, Stuyvesant Town in New York. [See "Negro Families in Stuyvesant Town," by Algernon Black, *The Survey,* November 1950.] Good news came in February when the Brown-Isaacs bill making race discrimination illegal in the project passed the City Council. But in mid-March the thirty-one tenants who had belonged to the Town and Village Committee to End Discrimination and who did not receive new leases last September, lost their court battle to stay eviction. Their attorney has announced that the decision of the Municipal Court will be appealed to the Appellate Term of the State Supreme Court.

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THE SURVEY

May 1951

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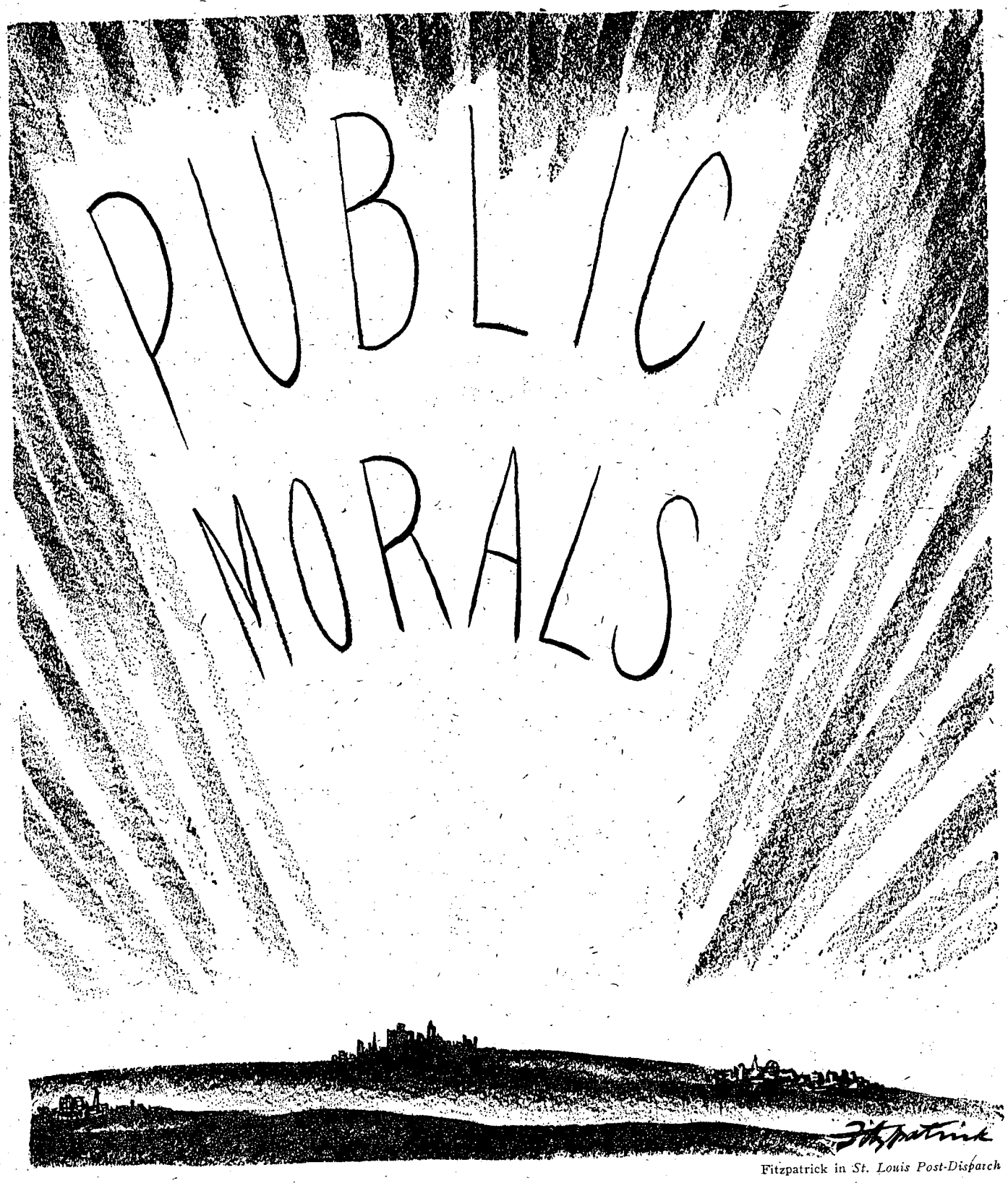

Fitzpatrick in *St. Louis Post-Disparch*

A RESURRECTION STILL TO COME

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Shock Treatment for the American Mind

Is there moral healing in the outraged reaction to recent disclosures of political corruption? Do enough of us care enough?

GEORGE BRITT

THIS YEAR 1951 BEGAN WITH A WAR SCARE, HELD OVER from the November defeats in Korea. The first quarter of the year ended with the profound moral shock of uncovered rottenness in high and trusted places.

We got quickly over the war scare. Congress, which had been ready to vote anything for military authorizations and taxes in January, decided joyously by the end of March that it could turn again to politics as usual.

The moral shock is still upon us. But how quickly are we going to absorb it, and in what way? These are important questions. The United States finds itself today, with continuing surprise, not only the richest nation and the paramount war-making potential but actually a great leader in the world. As such, it has followers, and must have them. The moral shock is not ours alone. It has a bearing, too, on the confidence which others desperately need to have in us.

Looking back over January, February, and March, if we attempt to select the major news stories, the ones most arresting and the hardest impact, certainly we cannot overlook the following—

The Kefauver disclosures of corruption, especially in city governments; the grisly parade of the witnesses, Joe Adonis, Sheriff "King" Clancy of Jefferson Parish, Frank Costello, Ambassador O'Dwyer, Virginia Hill, "Greasy Thumb" Guzik, and so on.

The Fulbright inquiry, RFC largess to Lustron, the $10,000 pastel mink coat of Mrs. Young, various Florida hotel items, lush jobs, open-handed investments.

The fixing and throwing of super-spotlighted basketball games by bribery of outstanding college athletes.

Various brazen advance moves of censorship and suppression, with consolidation of Senator McCarthy's influence.

The long-continued indifference of Congress to the famine in India, the refusal since February 12 to release the needed and available grain regardless of bitter human and political possibilities.

The upswing of inflation, steadily continuing, and the timidity of any official to put down his foot hard enough to check it.

Such happenings are embarrassing and ominous and, on the other hand, to be sure, not everything that has happened was bad. But does this sort of thing make a significant picture? Can this be a mirror we are looking at, and is this our own face? We have traveled, it seems, a long way from

> "Land where my fathers died,
> Land of the Pilgrims' Pride . . .
> Land of the noble free. . . ."

Our current bright boys are philosophers of despair, Koestler and Sartre. The really perceptive paintings of our time perhaps are Dali's slick portrayals of the landscape of hell. At any rate, many of us have discovered in conversation that such words as honor, duty, dignity are thrown back at us like counterfeit currency. And now confronting us, by no means explained away, are the grinning death's head disclosures of Kefauver, Fulbright, and the others.

The shock, however, especially as made vivid by all the shifty characters appearing on television, produced a scandalized outrage that would be hard to exaggerate. Everybody was talking about it, disturbed and often angry. We had not only Senator Tobey's well-applauded tears, and professional breast-beatings from pulpit and broadcasting studio. The average citizen was upset.

"That O'Dwyer," said a New York taxi driver to me

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—By a former newspaper reporter and editorial writer, now teaching at Columbia University. During the war, Mr. Britt was in charge of OWI outposts in the Middle East, and later he was for several years managing editor of **The Survey.**

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in unsolicited comment. "I hate to tell you how he had me fooled. I voted for him twice. I'd certainly never do it again in a thousand years."

But the important matter is, how upset is the citizen, and will the shock produce any results? How deeply has this iron of humiliation entered into our soul?

A hopeful point is the fact that, although most of the big cities are ruled by Democratic machines, the Democratic majority on the Kefauver Committee went steadily ahead with their spade work in those same cities. Shortly before the election in Chicago the committee held up conspicuously to view the strange wealth of Police Captain "Tubbo" Gilbert, Democratic nominee for sheriff. The

Loring in *The Providence Evening Bulletin*

And We Haven't Got to the Bottom of It Yet

captain had appeared safe for election but now he was licked, and also an innocent casualty, Senator Lucas, was dragged down by association on the same ticket.

You might also cite, a minor encouragement, that after the graft-smeared policemen in Brooklyn began retiring in swarms onto the public pension system, the City Council plugged that scandalous loophole. They required a delay in the vesting of pension rights to allow time for inquiry. But here optimism pauses. The bill proposing the change was introduced in October. All the organized police influence was thrown into opposition, and the frightened councilmen, dodging and delaying by every excuse, only passed the bill in March, five months later. This is scarcely a case of virtue on the warpath.

Other reactions are less encouraging. Mr. O'Dwyer has now gone back to represent his country in Mexico, even more of an Ambassador Extraordinary than before. Mr. Costello, screened by ready legal talent, went off to cure his laryngeal bronchitis on the pleasant sands of Hollywood, Florida. The students of Long Island University held a mass meeting in behalf of their sold-out basketball players, with a banner telling them by name, "We Still Love You," and at City College both faculty and student signatures were mingled on a petition for readmission of the Blacksox to work for their academic degrees.

We can only grope amid ethical confusion. However, attempting to generalize about the public mind, it seems fairly safe to say that the exiled Charley "Lucky" Luciano is rather poorly regarded because of his alleged connections with dope and prostitution. There we draw the line. But Costello is a good fellow, a big-shot gambler, ex-bootlegger, behind-the-scenes political power, but a successful man and ready contributor to local charities. He enjoys a considerable degree of admiration.

Is this the best we can do as to moral frontier? Has the American public no sharper code on which it will stand and fight? Are there no hard and fast sanctions of ordinary conduct which really place principle above personality? The answer is "Yes," and examples can be cited. The clearest to observe are the codes of limited groups, only loosely applicable on a broader spread.

Labor unions, for example, have established the absolute moral axiom that no member should scab. This is earnestly enforced, and obedience is general.

Gangsters have a strict rule of morality that no one may "squeal" or "sing." Enforcement has been successful, and there is no careless disobedience.

Gamblers have the professional belief that no one should welch on his bet. Violations are negligible.

It is not frivolous to observe also that waiters, taxi drivers, and others who accept tips have embarked on a revision of the general code. Using the sanction of the dirty look, they would make it an item of public morality that 10 percent is not enough, and they have progressed far toward this goal.

IF WE TURN FROM SPECIAL GROUPS TO THE PUBLIC MIND IN the large, to the moral atmosphere in which public decisions are made, rules seem less austere. Recent disclosures and official obtuseness, however, certainly provided a shock. That, of itself, showed that the American people have principles. They don't go along with Willie Moretti, the New Jersey gambler, that "Jeez, everything is a racket today." However, we are not dogmatic about the Ten Commandments. It would be old-fashioned indeed to say that the general public believes in any one of the Commandments as strongly as Frank Erickson, now in jail for his faith, believes "Thou shalt not sing." If one were a candidate for Congress—or even county treasurer—which would be the harder to face, a charge of stealing or of scabbing?

Trying to put one's finger on public attitudes leads to surprising intangibles. Our moral climate changes from place to place and from group to group, as the weather between Miami and Medicine Hat. Externals powerfully affect it, things as simple as East or West, city or country. Yet we get together on certain points, with enormous unanimity. Children agreed last year on Hopalong Cassidy, to the tune of some $70,000,000 worth of merchandise sold in his name, and we must hope their moral fiber was correspondingly built up. Can any one mention another moral tonic of which so much was taken? We get together on Joe Di Maggio as a hero and Joe Louis as a great and good man, and these beliefs far transcend city or racial lines. We get together about the admirable wholesomeness of Jimmy Stewart, about the desirability of the Bosom Friend, about the iniquity of body odor, and certainly about that most prized aspect of the American Way of Life which finds expression in chromium trim, household gadgets, personal glamor and style, keeping up with the neighbors and easy payments.

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We find substantial agreement, that is, on many points of attraction, propriety, and emulation, as defined for us by the well-known mass media of communication.

This mention of mass media is most certainly not an attempt to blame them for the political corruption, imbecility, feebleness, and irresponsibility of our current headache. That would be buck-passing at its most unconvincing. But since, in fact, the mass media channel in upon us so many of the ideas that beat on our collective mind, it would be negligent to ignore them.

TAKE THE MOVING PICTURES. THE FIGURES FROM THE latest "Film Daily Yearbook" go only through the year 1949. Gross box office receipts for that year were $1,350,000,000 and estimated weekly attendance at film theaters 70,000,000. Business had begun to slide off because of television and other adverse factors. For the three preceding years the weekly attendance was put at 90,000,000 and gross box office receipts were more than a billion and a half dollars each year. Although business was terrible, relatively, in 1950, final tabulations were expected to show average attendance of nearly 65,000,000 and receipts, of course, well above a billion dollars. The most popular picture of the year was the juicy confection, "Samson and Delilah," which alone collected $11,000,000 at the box office.

Or take television. This newcomer has taken in a good part of the audience which the movies lost, and put the popularity of radio in the shade besides. The informed estimate of the National Broadcasting Company is that the number of television sets in the United States increased last year, the twelve months ending January 1, 1951, from 3,950,000 to 10,549,500. The cost of these sets bought during 1950 was more than two billion dollars—over half of them on credit.

Greater than any of these is advertising, which by definition is committed to making an impression on the American mind. Advertising in 1950 had its greatest year. According to the trade weekly, *Printers' Ink*, total expenditure on advertising in the United States in 1950 added up to more than five and a half billion dollars—more than 9 percent greater than any year before. The radio collected $658,000,000 of this, and television $161,600,000.

Sweeping up around the edges, one finds an estimate in 1949 that about 50,000,000 comic books and magazines were sold on the newsstands every month. Television doubtless has cast its magic spell over part of this audience, too, and later figures may show a cut, but in any event television as competition would need to do the same thing only with more zip and bang. The message is not changed. The juke boxes also must be counted in any roundup of mass media, their rhythms being added onto the total cost. Furthermore, the picture would be far from complete without the entertainment features of the newspaper and magazine industry, from pin-up girls to Superman, meeting as far as possible the airborne competition.

All this mass media appeal last year drew into itself close to ten billion dollars. When we hear favorable reports on how the Marshall Plan has been putting Europe on its feet, we can note that this spending for mass communication among ourselves last year was almost three times the appropriation for ECA. Our efforts to tell America's story to the world through the State Department's program of International Information and Educational Exchange has cost this current year $111,767,850. That is $50,000,000 less than the expenditure on television advertising alone last year, and about one tenth of what we spent going to the movies.

Look at the programs, the slogans, campaigns, appeals, and ideas that are flooded out over those wonderful channels for reaching public attention. There's no doubt about it, the American people today would rather be entertained than bothered about hard questions of conduct or stimulated to exacting performance. Who wouldn't? But we, almost alone in the world, have the option.

According to box office realists, 30 percent of the

Daniel Bishop in *St. Louis Star-Times*

"Quit Squawkin'! I Got a Permit, Ain't I?"

American movie audience is only 17 years old or younger, 35 percent is between 18 and 30. Film entertainment appeals to the juvenile mind, with the Production Code standing guard against moral contamination and to prevent anyone raising doubts about Santa Claus. The entertainment offered is largely an escape from reality into Never Never Land. Advertising appeal, for that matter, is also mainly to juvenility and moonshine; it untiringly reiterates that you too can be beautiful, that you can look younger than you are, that everything is easy, that you can buy what it takes to make you happy, that you ought to be personally modernized and reconditioned, that we are a very, very wonderful people.

It would be easy to say that if only this great propaganda machine were lined up for an affirmative campaign of good citizenship—with endorsement by very pretty girls from Hollywood—what a wonderful thing it would be. On the other hand, such preachments could prove boresome beyond the worst commercials, provoking revulsions too dreadful to contemplate. Actually there has been within recent memory one great nationwide propaganda campaign for moral reform, and the result was the Eighteenth Amendment. There is no doubt of the sincerity of many of the prohibitionists, but after the net con-

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sequences, the next moral propagandist should hesitate.

But we do have this unrivaled pipeline into the public mind, now used largely for sales talk and trivial entertainment, and we have also had our shocking revelations of moral corruption and irresponsibility. Considering what we have seen so recently on television alone, a stranger might suppose we should be too concerned to find our main interest for the evening in Bob Hope at eight o'clock. The stranger might well suppose that with the world in crisis, one of our largest magazines would find something different to advertise as a sign of its "intense reader-interest"—attracting 91 percent of its 13,000,000 readers—than its article on "How to Teach a Horse to Skate."

In fact, the point of the present discussion is to say that there is a definite connection between the colossal mass-advertising-and-escape-from-reality mechanism of the United States and the recent scandals which have so shocked us and puzzled mankind. But the connection is not cause and effect. Both, rather, can be viewed most reasonably as separate fruits of the same thing, which is our relatively easy living. We have, as the analysts call it, an economy of abundance, in the midst of world scarcity. The bounty of nature has been matched by modern technical exploitation, and within our borders there is enough to go around.

THE STERN MORALIST AND SERIOUS THINKER CANNOT BUT find this abundance a very unfavorable climate to work in.

When Captain John Smith needed manpower in his remote and desolate Virginia, it was not difficult to establish the moral principle even among his gentlemen adventurers that "if a man will not work, neither shall he eat." On their barren pioneer coast without central heating or air-conditioning, the early New Englanders were able to glorify thrift, plain living, and high thinking. But in the United States today such notions are pretty much a barbarity and certainly a heresy. The horse thief used to be hanged by the ranchers who lived by the saddle, but why resent a bank robber who is harming only the insurance company? Our moral outrage can become very dim unless the hoodlums and political sellouts by coincidence happen to operate personally on us.

People doubtless feel outraged still at the lack of decent housing, at the cynical favors that those in power confer on their relatives and friends, at the insecurity of mankind. But they seem able to get hold of a second-hand jalopy, at least, an electric washing machine for a few dollars down payment, and to locate a program or a film that will put their troubles right out of their heads. The figures on advertising alone are the conclusive evidence of abundance, —nothing to prevent our getting something new. Instant escape is available into a dreamland for juvenile minds. After the business headaches of the day we still seem able to fix a parking ticket with the cop and spend a quiet evening with technicolor or the wrestlers. Why bother our heads about political shenanigans and about shady business that the corporation directors ought to stop?

We did bother intensely, of course, when television brought that sinister collection of Kefauver characters right into our homes. It was a shock, and it jolted. A great many of us discovered to our surprise that we did care. But do we care enough? *Do enough of us care enough?*

President Truman was not speaking exclusively in military terms last winter when he said, "The future of civilization depends on what we do—on what we do now and in the months ahead."

That statement applied not only to soldiers and munitions for Korea. It means also the level of ideas and attitudes which we bring to our leadership. It means the appeal we make to those we need as colleagues and followers, not only the Voice of America appeal, but the Behavior of America demonstration.

If one were not an American at all, with our own self-forgiveness and confident understanding, but were by chance an anxious onlooker without vestige of abundance along the Trieste-Stettin line, or at Poona or Pohang, what would be the impression of these disclosures which shocked us at home? Is this sort of American Way of Life austere enough and elevated enough to catch the rest of the world's imagination? Our answer to such questions will have to consist of more than words, and we can hardly get away with blaming it all on the hucksters.

Great issues depend, obviously, on what we do, and advice has been passed out very freely of late as to what form this doing should take. There is no reason to scorn such advice or to be cynical about it just because it speaks in moral terms. This advice in general represents no invention or novelty of thought, but that makes it no less valid. Why repeat it here? Our stuffed shirts know, and also those who ostentatiously wear hair shirts. We know. If we felt a really vital itch about it, we could act. Where is the mass movement?

While the shock is still on us, we can at least do some realistic and timely stock-taking. I think perhaps the heart of what we might find would be that the position of the United States in the world today is quite vulnerable, very likely temporary and subject to change from both within and without. This bounty of nature which we have been enjoying, which is a principal reason for our eminence, is not inexhaustible. The indifference we feel so often toward the rest of mankind is not returned by them; they regard us with hungry eyes. The Never Never Land of personal trivialties in which we can spend so much of our time is not substantial enough to bulwark us against irresponsibility in the face of bitter facts.

WE HAVE HAD ONE OF THE SEVERE MORAL SHOCKS OF OUR generation—and the nature of it affects both our internal and our international well-being. We may usefully remember that in the application of shock treatment for unhealthy mental cases, a repetition of shock is the indicated method. If our recent shock produces no lasting effect on our complacence, it should be understood in advance that others will follow. Time ahead has an ample supply of shocks stored up, and our name is already attached to many of them, in case we ask for delivery. There can be worse shocks of the gangster-politician variety. There can be others of the dumb-headed-frivolity sort. There can be shocks charged up by the inequality of our abundance, and from the squandering of abundance. There can be shocks from the world's demand for leadership, if we should prove unready to give it. And the mitigating of these shocks is a personal matter. No citizen individually can be indifferent with impunity.

The shocks are in store for us. That cannot be denied. The patient would be well advised to consider it a method of kill or cure.

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Income During Disability

Four state programs to safeguard workers with cash payments during illness leave many large unanswered questions.

EVELINE M. BURNS

Loss of income due to disability is today the major risk still uncovered by this country's social security system. Like many other nations, we have developed programs for the assurance of income on a piecemeal basis, risk by risk. With the amendment of the Social Security Act in 1950, comprehensive protection against the old age and death of the breadwinner is well on the way to being a *fait accompli*. Loss of income due to unemployment is also recognized though less adequately. But ill-health, an outstanding cause of poverty and insecurity, has occupied only a minor place in our social security legislation. This is the more curious because the first American social insurance—workmen's compensation—dealt with loss of income due to work-connected accident or illness.

The distinction between work-connected disability and general disability is important. Today all states, through their workmen's compensation laws, provide income for varying periods of time and in differing amounts, to workers whose injuries or disease are traceable to their employment.

It is far otherwise with disabilities which are not work-connected. Here, railroad employes alone are protected against loss of income due either to permanent or temporary disability however caused, while in only four states are workers in certain employments legally assured payments for a limited period in the event of disability.

In recent years, there has been an upsurge of interest in disability legislation. Proposals to enact a permanent program administratively integrated with federal Old Age and Survivors Insurance formed part of H.R. 6000, the bill which finally emerged as the Social Security Amendment Act of 1950. In modified form they actually secured the approval of the House, but were eliminated by the Senate. Temporary disability insurance has been a lively legislative issue in many states since Rhode Island passed the first law in 1942, followed by California in 1946, New Jersey in 1948, and New York in 1949. A fifth state (Washington) passed an act which was rejected by referendum.

One interesting fact emerges from a study of the legislative history of the existing laws and the various bills: there is relatively little disagreement about the necessity for such legislation but bitter controversy regarding the type of law that should be passed. In some states organized labor has opposed what at first sight would seem to be an added protection, and in some cases civic groups, such as the Consumers' League of New York, have taken the position that they would prefer no law at all to the one proposed (and subsequently passed). What, then, are the issues?

In brief, the central questions are, first, whether temporary disability measures should be based on the principle of workmen's compensation or on the more modern social insurance principle exemplified in the federal OASI program or the state unemployment insurance laws; and, second, whether private insurance companies should play a major role in a public program.

The Rhode Island and the railroad workers' programs were based on the social insurance model. The Rhode Island law requires workers to pay wage taxes and the Railroad Workers' measure levies payroll taxes on employers. Both are collected by the government and placed in a Trust Fund. The legislation also states exactly what eligibility and benefit provisions are to prevail. A public authority is responsible for seeing that workers who meet the earnings requirements receive benefits when due. The worker's claim is against the state, not his own employer or a private insurance company. His rights do not in any way depend on whether or not his individual employer has paid the necessary taxes (if employer taxes are involved). If the revenue yielded by the taxes is inadequate to meet the promised payments, the law itself must be amended to bring the two into balance; if the original tax rate proves to be excessive in relation to the benefits promised, it is again for the voters to decide whether to lower taxes or liberalize benefits. Private insurance companies are in no way involved.

When California came to pass its law, the insurance companies had begun to realize the possibilities of this type of legislation. The California law required workers to pay taxes to finance the benefits but provided that if an employer desired to set up a private plan, this could be substituted for state coverage. These private plans could be financed through insurance with a private company or the employer could self-insure. However, to be permitted to contract out of the state plan, the employer had to satisfy the state that his plan offered benefits at least equal to those set out in the law in all respects and better in at least one respect, at no greater cost to the worker than the one percent tax under the state plan. In addition, the approval of a majority of the workers was required, and while the private plan had to be made available to all employes in the establishment, any individual worker was to be free to choose between the voluntary and the state plan. Finally, the state could disapprove of a private plan if it appeared to result in a sub-

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—By a member of the faculty of the New York School of Social Work who is the author of "The American Social Security System."

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stantial selection of risks adverse to the state fund.

At first sight this arrangement seemed to give workers the best of both worlds. They were guaranteed the minimum benefits of the state plan but if their employers were willing, they might hope to secure more. It is true that administratively this scheme was more expensive and cumbersome than Rhode Island's. The division of covered workers into two groups means higher costs and while these are technically assessed against the private plans they represent a deduction from what could otherwise be paid as benefits. Special arrangements also had to be made to cover the rights of workers who shift from private to state coverage.

These technicalities are often confusing to workers who may not always know under what arrangement they are protected (in 1948, 28 percent of the first claims denied under the state plan were from claimants who mistakenly filed against the state instead of against a private plan). More serious, however, is the direct interest in the nature of the law which this contracting out system gives to the insurance companies. Because the plans they finance have to offer benefits better than those of the state, they are naturally opposed to liberalization of the latter—this cuts into their own profits or at best makes the job of selling private plans harder. This is the more important in view of the fact that initially all the disability laws (except Rhode Island's) have proved to be too conservatively financed, so that the possibility of substantial benefit liberalization has been great.

In New Jersey, the unions were more alert to the issues at stake and that state's law reflects a compromise between the opposing groups with the balance of gain going to the insurance companies. Under this law workers and employers contribute to the costs of benefits in the proportions of three to one. In effect, two separate systems were set up, each with its own conditions of eligibility, benefit rate, and duration. One system is for workers whose disabilities began when they were in covered employment or within 14 days thereafter, the second for other workers.

In the system for currently employed workers, private plans may be substituted for coverage under the state plan. Here too, however, certain conditions have to be satisfied. The private plan must provide benefits at least as good as those under the state plan at no greater cost to the worker, and must cover all workers of the employer except that a class or classes may be excluded if the state holds that the exclusion will not result in an adverse selection of risks for the state fund. If the private plan requires workers to contribute, a majority must agree to it before it goes into effect. Certain schemes in existence when the law was enacted also may be substituted for state coverage during their currency, whether or not they meet the requirements for approval.

It will be noted that as compared with California, New Jersey affords fewer safeguards for approval of private plans. In addition, it includes experience-rating for employers. It is difficult to see how this can be justified in disability insurance. In workmen's compensation one can make a case for adjusting employers' rates to the amount of disability due to occupational disease or accident because to some extent this is within the employer's control. But what has the employer to do with general disability incidence? If experience-rating is indicated at all in such a program, the benefit of reduced tax rates for favorable benefit experience surely should go to the workers. Experience-rating in disability insurance can only serve to give employers a direct interest in challenging workers' claims for benefits, in selective hiring practices, and in opposing liberalizations of the law.

The most bizarre of disability insurance laws is that enacted in New York in 1949. Bitterly opposed by the CIO and many civic organizations, it was enacted with no public hearings. It represents the greatest triumph the insurance companies have yet gained. This law levies a tax of one half of one percent of wages on workers, additional costs of the program being borne by the employer. Obviously, unless the cost of providing the legally specified benefits (including administration) at least equals one percent of wages, the worker is carrying the lion's share of the costs. But the New York law is the least liberal of any now in force and all evidence suggests that the benefits can be financed for less than one percent of wages. It is the more shocking, therefore, to find that the worker, unless he is a member of a strong union, has no voice in determining the type of plan or the financial arrangements made to safeguard his rights.

For, unlike the other laws, which provide for the payment of taxes to the state unless the employer contracts out, the New York law merely requires the employer to arrange for benefit payments by purchasing a policy from an insurance company or from the state insurance fund, or to self-insure. In addition, employers may set up private plans. Only in the case of plans not existing at the time the act was passed or existing plans not arising out of a collective bargaining agreement does the state lay down any conditions for approval. Even here the safeguards are meager.

The law states only that the benefits are to be at least as favorable as those under the state plan. Not only is there no requirement, as in California, that the private plan must provide superior benefits but the administrator has ruled that a private plan can be approved even if it does not give the full *cash* disability benefits specified in the law, so long as it provides other benefits such as medical or hospital insurance of an equivalent actuarial value. There appears to be doubt as to the legality of this ruling. In any case, it means that since New York, unlike California and New Jersey, gives workers no choice of plan, (unless they can negotiate a scheme by collective bargaining) employes can be compelled to pay taxes, not as implied in the law for cash disability payments, but for other health services. This is nothing more or less than compulsory health insurance through the back door—and however desirable such insurance may be, this is not the way to secure it. Moreover, the New Yorkers who thought they were passing a law to guarantee covered workers at least 13 weeks of specified cash benefits, now have no assurance that even to this extent the problem of *loss of income* due to disability is solved.

The New York law also fails to provide other safeguards found in New Jersey and California. In New York, an employer may set up a plan to cover only some groups of his employes, and there is no general proviso to protect the state fund from being left with the worst risks. Hence, since risk rates are in general higher for women, for non-whites, and for older workers, and since the law requires all workers to pay the same rate of tax,

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an employer could cover all but these groups at rates favorable to himself, and insure the remainder with the state fund where all employers insuring with the state will have to share the cost of his selectivity.

AT PRESENT, WHEREVER DISABILITY INSURANCE IS UNDER consideration in a state legislature, private insurance companies exert great pressure for adoption of the New York type of law. It will be unfortunate if they succeed, for this scheme has little to commend it, and much that is highly undesirable.

First, it is unnecessarily complicated. A law which affects the lives of millions of workers should be relatively simple and easy to understand, as is true of the Rhode Island and railroad legislation. Under these laws all workers are treated alike; all can discover from the law exactly what they are entitled to and under what conditions. In the three other laws, a worker's rights depend on the kind of financial arrangements his employer has selected and whether or not he has set up a private plan. Further, the necessity of providing continuing protection to workers who move from private to state plan employers and who may become unemployed after leaving the private plan employer has greatly complicated both the law and its administration.

It is also undesirable in a public program for the worker to have to make his claim against a private profit-making agency or his own employer, rather than a neutral public administrative agency. The history of workmen's compensation, with its long drawn out, expensive procedures in case of disputed claims, does not augur well for workers under the New York type of disability insurance.

It is said in support of the private plans that they make it possible to offer greater benefits to workers. But only in California is this result certain; elsewhere, and notably in New York, this gain is far from assured. In New Jersey, at the close of 1949, 31 percent of the private plans covering 30 percent of the workers under such plans paid the same benefits as the state, while only 13 of the 234 "existing plans" paid even as much as this. If it is desired to enable some workers to obtain benefits above those the people of the state felt they could guarantee to all covered workers, this could be done by permitting insurance companies to write supplementary policies, a familiar practice in old age insurance. For many workers the old age protection assured through the Social Security Act is augmented by voluntary employer action or through collectively negotiated pension plans. But this is frankly additional to the basic protection assured by the law to all.

The great problem presented by the New York type of law is an inevitable lack of public accountability. When the public forces workers to pay taxes for a specific purpose it assumes the responsibility of seeing that this purpose is achieved. Under the New York law it will be extremely difficult for the public to find out what is being done in its name with the worker's money. Moreover it will be impossible to know accurately the average cost of providing the minimum protection supposedly assured by law. Nothing can be learned from the rates charged by insurance companies to individual employers, even if these data were available, because each employer's rate will be affected by the specific provisions of the plan selected by him and by the type and composition of his work force. Nor will the experience of the state fund be a reliable guide since this is likely to be left with the worst risks.

All the evidence suggests that to finance a socially guaranteed cash benefit program by requiring individual employers to insure and permitting them to do so with private companies is a more costly method of financing any given level of benefits than to raise the money by taxes collected by public authority. Given an unemployment insurance system, the machinery for collecting taxes from workers and employers is already at hand. To burden the program with the costs of dealing with each employer and writing insurance on an individual firm basis is surely unnecessary. Such a procedure also sacrifices the advantages of a statewide pooling of risks.

Further, the opening of this publicly created business to private insurance inevitably means that the worker gets back in benefits a smaller proportion of his dollar premium, for the private company must charge a rate sufficient to cover profits, administrative costs, and the costs of acquiring business. These are relatively high. One study has shown that the over-all administrative expenses for all forms of health and accident insurance amounted to 37 percent of the premium dollar exclusive of licenses, fees, and taxes, and even for group insurance the figure was 20 percent. In Rhode Island in 1949, the administrative expenses of the pooled state fund were 5.33 percent, in the railroad program, 4 percent.

For the private insurance companies, the New York type of disability insurance is undoubtedly a godsend—if it is correct to use the word to describe an outcome for which a group has worked so skillfully. They no longer have to convince potential clients of the desirability of this type of insurance, for the law has imposed a financial obligation upon employers against which it is to their interest to insure. All covered employers are therefore now "insurance-minded." The job of selling has been further eased because a substantial part of the necessary premium is compulsorily supplied by the worker. The task of the private companies now is only to persuade employers to insure with them, rather than with the state fund or to self-insure. In this competition with the state fund they are placed at a further advantage because they can concentrate on the favorable risks (even within one firm) there being no provision in the law to the contrary, and because they can offer policies "tailored to meet the needs of the individual employer" even to the extent of assuring lower *cash benefits* than those set out in the law. All that is left is free competition between the insurance companies for this new business which the law has so conveniently provided.

BUT FOR THE WORKER THE OUTCOME IS FAR LESS CLEAR. Certainly he will get some measure of cash protection against loss of earnings during temporary disability. But precisely how much will depend largely upon his employer and the ingenuity of insurance companies. Workers in highly organized industries may, through collective bargaining, secure benefits superior to those prescribed by law, or secure them for lower payment. But the majority are not organized and many are in small firms where the opportunity for employe pressure is limited. And whether or not the worker is getting his protection at the lowest possible cost to himself—that is, whether he is getting his money's worth for the taxes he is compelled to pay—neither he, nor anyone else, will ever know.

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The Youth Authority Way

A statewide integrated program which substitutes training and treatment for "punishment" in dealing with young delinquents—and how it works.

ANNE ROLLER ISSLER

A FEW YEARS AGO A CALIFORNIA JUDGE WAS HEARING A criminal case. Before him stood a youth of seventeen, guilty by his own confession of armed robbery.

"I was forced into it, Your Honor." Frank twisted his hands as though they felt the pinch of steel cuffs. "Jake and Slim threatened to report me to my parole officer unless I went along on that hold-up job."

Felony case—a runaway from the Preston School—hiding behind excuses. A youth like many another already in San Quentin Prison. "Go on."

"Jake had a stolen car, and Slim had a gun. I bought a revolver from a guy I knew—paid ten dollars down. We robbed two liquor stores. Took several pints of whiskey and looted the cash drawers. Then I paid the five dollars balance on my revolver."

For this type of serious crime the judge had in years past sent boys like Frank to prison on a mandatory sentence of from five years to life. Today he had a choice between San Quentin and the Youth Authority. If he chose the latter, the boy's past history, the assets and liabilities of his character, would be studied before he was placed in whichever juvenile institution seemed best suited to his age and character. The judge suspected that behind Frank's façade of toughness he was immature. He had shown himself to be easily led. At San Quentin he might become understudy to hardened criminals. It had much better be the Authority. So Frank was committed to this first public agency of its kind, created by the California legislature ten years ago to carry the responsibility for diagnosis, treatment, and prevention of juvenile delinquency.

At the YA clinic, temporarily located at the Preston School of Industry, Frank was interviewed by Burton M. Castner, clinical psychologist, chief of the Division of Diagnosis and Classification, who later told me the story. Physical and psychometric tests showed the boy to be of superior strength and at least average mental ability. But his history paralleled the histories of many criminals in the early stages of their careers. Beginning when he was thirteen, he had come in conflict with the law for truancy, vagrancy, petty theft, curfew violation, robbery. He had run away from the Juvenile Detention Home, the County Forestry Camp, the Preston School of Industry. On the surface, he appeared a dubious prospect.

As the interviews continued, however, some positive factors appeared. "This unstable, impulsive youth," said Castner, "though confused in his thinking and attitudes, gave less and less suggestion of antisocial trends in his thought patterns. His interests were those of a normal boy. He liked sports, liked to 'go places and see things,' liked the better movies and books. In his boyish verse I found a clue to his trouble. Though it had no literary worth, it showed his feeling of insecurity, his need for normal affection, and his desire for social conformity."

✦

—By a California writer with a long background of experience in social work. Mrs. Issler is a member of the field staff of The Survey.

PROBING INTO HIS CHILDHOOD, THE PSYCHOLOGIST FOUND that Frank's first delinquencies had followed close upon his mother's divorce. "My Mom," the boy said, "seemed to get tired of being married to my Dad." Working as a cook in a "beer joint," with who knows what emotional handicaps left over from her own youth, she had begun going out with other men, finally divorcing the father of her four sons to marry the man who became their stepfather. "Mom didn't really care for us," was Frank's conclusion. "Maybe that's why I got married after I ran away from Preston. Clara has been both a wife and a mother to me."

"This young wife was the most surprising factor in the case," said Castner. "Though only sixteen, she had shown more maturity and judgment than her husband and had faced a difficult situation with insight and resolution. On the night of the robbery, she had marched Frank to the police station. Now she announced her determination to stand by him even if he went to prison.

"With Clara as my chief ally, I felt that Frank's outlook for rehabilitation was excellent. He would even have been a fair risk for immediate parole, but in view of the seriousness of the charge, a poor previous institutional record, and his earlier escape, I felt he should earn his release by his own efforts."

Consequently the three-man board of the YA, appointed by the governor to carry the responsibility for initial study, periodic review, and final disposition of every case, transferred Frank from the Division of Diagnosis and Classification to the Division of Training and Treatment. He was returned to Preston, where he made such progress that after a few months he was sent to a forestry camp in the High Sierras. Here he helped make trails and firebreaks for the State Division of Forestry, took part in sports and nature study, and received individualized counseling from the camp director.

When deemed ready for parole, he was transferred to the third and last Division of the YA, that of Field Services. "At this point," said Castner, "he showed many

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signs of increased maturity and an improved sense of social responsibility. Returning to his wife, he established a home, began holding a steady job, reported regularly to his parole officer, and maintained wholesome associations. He served as a paratrooper during the latter part of World War II and was honorably discharged at about the time of his twenty-first birthday."

Now the Board reviewed both his parole and army records and found nothing to criticize. By his own efforts under guidance, Frank had reached the stature of young manhood. Accordingly, he was discharged as being no longer in need of supervision. The court was asked to reopen his case, and the one felony charge of which he had been convicted was wiped off the books. He has proved himself worthy of this trust.

THE STATE YOUTH AUTHORITY ACT, BASED ON A MODEL adopted by the American Law Institute, expressly proposes "to protect society more effectively by substituting for retributive punishment methods of training and treatment." Such substitution has long been advocated by penologists. That California became the first state to write it into law was not accidental. At the time the American Law Institute drew up its model act, Los Angeles County already had a forestry camp for delinquent boys—thanks to Karl Holton, Chief Probation Officer of its Juvenile Court, who later, as director of the YA, set up similar camps for state wards. Berkeley already had a Coordinating Council, drawing together for community action people interested in preventing delinquency. Moreover, Berkeley had August Vollmer. The police chief who studied sociology and psychiatry and hired college trained policemen, had become professor of criminology at the University of California, and president of the Prison Association, a group of citizens trying to advance the standards of correctional institutions. In the fall of 1940, the Prison Association helped get together a much larger group of citizens, including judges, district attorneys, police officers, legislators, social workers, educators, and clubwomen. A committee authorized by this meeting studied the model act, and drafted in outline the bill passed by the California legislature and signed by Governor Culbert L. Olson in 1941. It became part of the Welfare and Institutions Code.

In 1943, the law was declared constitutional by the California Supreme Court. The legislature that year added the function of prevention, authorizing the YA to engage in research and to offer consultative services to local communities. With the backing of the present governor, Earl Warren, and with encouragement from public and press, the legislature has continued to support the organization, allocating to date $12,000,000 for construction purposes. A large portion of the first $7,000,000 was set aside for the two Reception Centers, one to be built near Sacramento, the other at Norwalk in Southern California, for which bids have just been opened. To these centers, when completed in 1952, will be sent all young people committed to the YA by the courts, for preliminary examination and study by physician, dentist, psychiatrist, psychologist, social worker, teacher. They will remain here four weeks or longer before placement in the selected place of treatment.

For girls there are two schools: Los Guilucos, and Ventura, the latter for the older wards and for those who have developed more serious behavior problems.

The boys are assigned to one of nine institutions, depending on age, background and type of delinquency. Lancaster Vocational Institution, run by the Department of Corrections, is used by YA for the oldest and most difficult youths. The next most serious cases go to Preston. Paso Robles, built under the present regime, receives chiefly the fifteen- and sixteen-year-old hopefuls. The boys who go to Nelles School are younger and less sophisticated than the Preston group. The youngest boys, most of them "first-timers" go to the Fricot Ranch School. The four Forestry Camps, unique to the California program, are used chiefly for boys who, like Frank, have made real progress in one of the schools.

A temporary diagnostic clinic already operates at Preston, but all girls and the youngest boys are studied in their own schools. It is hoped to have the centers under the supervision of a full time psychiatrist, even though, in the words of Vandyce Hamren, assistant to the YA director, "Psychiatrists qualified for the job are harder to find than uranium."

Individualized treatment based on diagnosis has been better accepted by the public than the negation of punishment. "Sure, look the kids over. The more the merrier. But don't you think what they need then is discipline? I was brought up by means of a strap—and look at me!" One wants to reply, "Yes, look at you." When an epidemic of runaways greeted the recent opening of the new Juvenile Guidance Center (under county auspices) in San Francisco, a public official recommended return to the whipping post. To help quiet the pro-and-con clamor that arose, the *San Francisco Chronicle* ran a series of front page articles explaining the new center. Old thought patterns are hard to change, especially when they mask old hurts.

CRITICS OF WHAT THE YA CALLS "THE NEW PHILOSOPHY" forget that the actual correction of faulty personality is a stiff sentence. Life itself has sufficiently beaten these young people. As Mr. Hamren said, "Further punishment would only increase their resentment." Here, if ever, is a clear case for non-violence.

The delinquents do not run wild in the YA schools, but discipline is considered a positive, not a negative factor. "A desirable attitude toward obedience, tolerance, personal responsibility" are the goals stressed by the Discipline Manual. Strictly prohibited are corporal punishment, "guard line," loss of food or sleep, anything cruel or humiliating. In their stead, a teacher or supervisor quietly talks things over with the recalcitrant ward. If the misbehavior continues, counseling is supplemented by written reprimand, the temporary loss of some privilege, an extra duty, being sent to one's room, and at the worst, isolation in the hospital restriction unit. Workers are expected to show emotional stability, to recognize the causes of particular behavior patterns, to accept the YA's non-punitive policy.

This is the ideal. In practice there is still conflict between personnel with the new philosophy and workers trained in the repressive tradition. In a letter to Governor Warren submitted with his recent progress report, Karl Holton, chairman of the YA Board and director of its professional staff, stated as his central objective for the immediate future "the development of in-service train-

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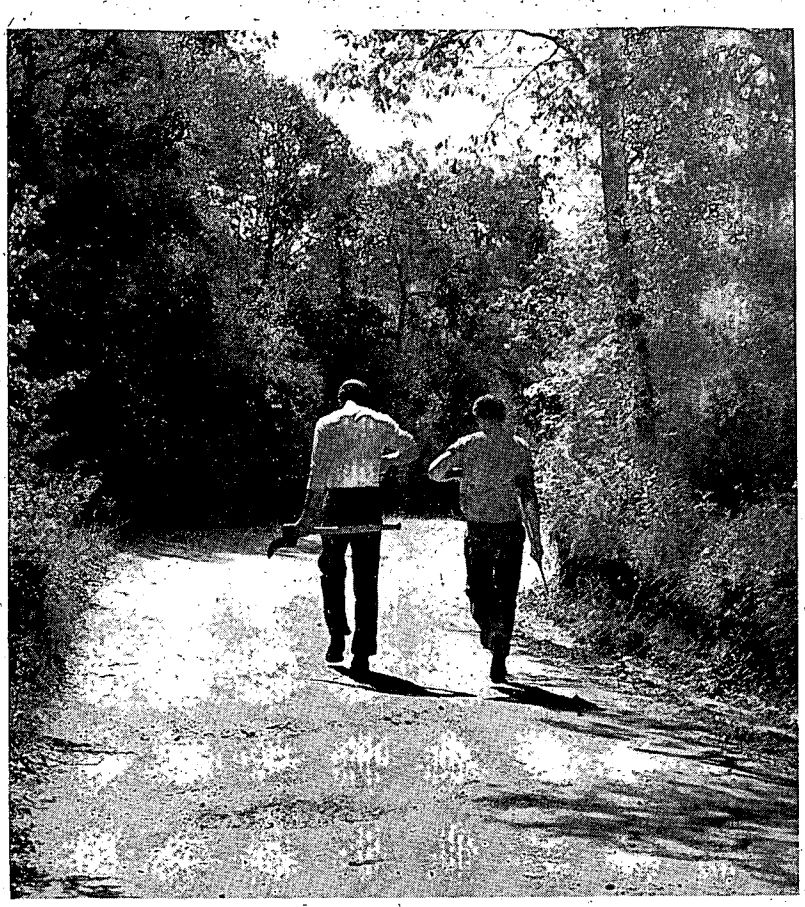

A brush crew from a camp in the Sierras moves to a new location

ing which will insure against encroachment of old custodial practices in the new facilities, and the further elimination of them in the older schools." In-training has taken several forms. To recruit new personnel, two state colleges cooperate with teacher-intern projects, students spending part of their time in the classroom, part in a YA facility. Under civil service, graduates from the universities with a degree in social science, may qualify for positions as YA trainees in various supervisory, parole, and administrative jobs. Present staff members are encouraged to attend outside workshops as well as college extension classes on their own campuses. At the Los Guilucos School late in 1950, a pilot personnel development program was undertaken during a twenty-week period, with funds from the Rosenberg Foundation and staff from the University of California. The program included a lecture-seminar series, group discussions, and personal interviews. Thirty-one employes took the course, from which a master in-training plan for all facilities is to be developed.

I was told at Sacramento that Los Guilucos, the facility for the less sophisticated girls, represents at this time the nearest approach to what the new philosophy aims to accomplish. For this reason, and because it was for me the most accessible, I chose this school for detailed study, spending two days there in mid-March. The superintendent, Julia E. Combs, formerly a school principal, is an attractive woman with an easy, open manner and ready smile. She met me at the highway, her car running over with girls. At the end of the private road, dozens of other girls lounged on the lawn, enjoying the freedom of a noon rest before returning to classroom, farm work or household duty.

The buildings of this unusual school, a few miles out of Santa Rosa, reveal much of its history. In 1837, Rancho Los Guilucos was granted by Governor Alvarado to John Wilson, who subsequently sold most of his domain to William Hood, the state at present owning 315 acres of it. In Hood's honor was named the jagged mountain that overshadows the dignified colonial "White House" he built in 1858, now the administration building. Near a mountain stream is the picturesque ruin of his old stone winery. To right and left of the White House are two red brick dormitories, named by the girls *Casa Primera* and *Casa Mañana,* which date from 1926, when the Knights of Pythias maintained here a Home for the Aged. To the rear are some small wooden structures added by the YA, chiefly classrooms. Foundations are being laid for additional buildings, which will make possible an increase in population from 120 to 200.

In the kitchen that afternoon several girls of Mexican parentage were making *tortillas*. The YA has a food administrator who sets up basic means to insure hearty, well-balanced meals, but at times Julia Combs gives some group in her cosmopolitan family a chance to express native likes and skills. A few evenings before my arrival there had been a Chinese dinner, as good, I hope as the *tortillas* and *frijoles* served me.

The dining room is filled twice for every meal. Staff and students share the same food and the same privileges. The girls, who look like any other curly-top bobby-soxers in cotton frocks and bright sweaters, come in quietly, sing grace together, chat while eating. Miss Combs had messages for several at the close of dinner, and I noticed that invariably her arm went around the girl's waist, in understanding of her need of affection as well as food.

Of course, the staff keeps an informal lookout for the occasional attempts to escape. A few months ago two girls got away. "I told the avid reporter, 'They've gone home,' " Miss Combs said, and so they had, being brought back next morning. There is but one highway to watch and the state police are cooperative. But the YA has found from experience in the older schools that when children are busy and happy they seldom want to run away. And here, where there are no bars, walls or guards, no girl is ever out of mind, seldom out of sight. She is virtually always under supervision by someone.

In the course of my first afternoon I visited a Red Cross home nursing class, saw the work in ceramics, heard Easter choir practice. After dinner the school principal, Bernardine Quinlan, took me to the evening classes in sewing and folk dancing. Her present staff consists of six full time certificated public school teachers, and four night school teachers. Academic and vocational courses closely parallel those of the public school curriculum, but classes seldom exceed fifteen in number and the teaching is highly individualized.

The non-academic courses offer opportunities for contacts with the outside community which is coming to accept the school on a give and take basis. The county health department, county hospital, and private physicians

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on contract, give their help to the school nurse and health teacher. On Sundays, while two part time chaplains aid the volunteer Sunday School teachers, the girls' Catholic and Protestant choirs sing in nearby churches. Their glee club sings before lodges and clubs—while lodge, club, and church women offer themselves as "big sisters." The girls invite Girls' Leagues, Scouts and Campfire girls to picnics in their beautiful grove; and the Hood Mountain Revelers, join in regional folk dance festivals.

As I watched the Hood Mountain Revelers gaily swinging partners, it was difficult to remember the tragedies behind their commitments. Gracie, the youngest, with her pipestem legs and pixie face, had been so cruelly beaten by her father over a long period of time that she had lashed out at everybody and arrived at the school in handcuffs. Loraine, the eldest, who had waited on me at table, was alcoholic. Black-haired Sandra, homesick for her psychotic mother, had been running wild with sailors. And golden-haired, aggressive Lucy Ann was so unstable that a state mental hospital had written of her, "Unless she can find some security and emotional stability, she will get into more and more difficulty."

The trouble with Lucy Ann, as I learned next day in an interview with Mydelle Kleist, the school's full time psychologist, was her relationship to her mother. The summary of her case made by the Diagnosis and Classification Division of the YA reads: "This is a twelve-year-old white girl with many neurotic indicators. She was an illegitimate child, deserted by her mother at an early age. The basic underlying motivational behavior is that of insecurity. She has had numerous placements, none of them successful. She is still searching for a mother figure and is apt to cling to anyone who satisfies this drive in any way. The conflict is deep-seated and of such long standing that prognosis for therapy is poor."

Never fully accepted, wholly abandoned at eight, Lucy Ann was an institution child. When her mother suddenly stopped visiting, she took to roaming the fields looking for her. Or she would be found at the telephone: "Are you my mother?" Or the superintendent of the Home would be given letters without address to post.

As her despair increased, her aggressiveness increased also. She kicked and slapped other children. She set fires, stole, ran away, sometimes slept in empty theaters. She was expelled from school, dismissed by institutions, given up by foster parents. It became so difficult to place her that an appeal was made by radio, resulting in an unusually promising home with plans for adoption. But before long the foster mother telephoned the probation officer, "Come get her at once; she's incorrigible."

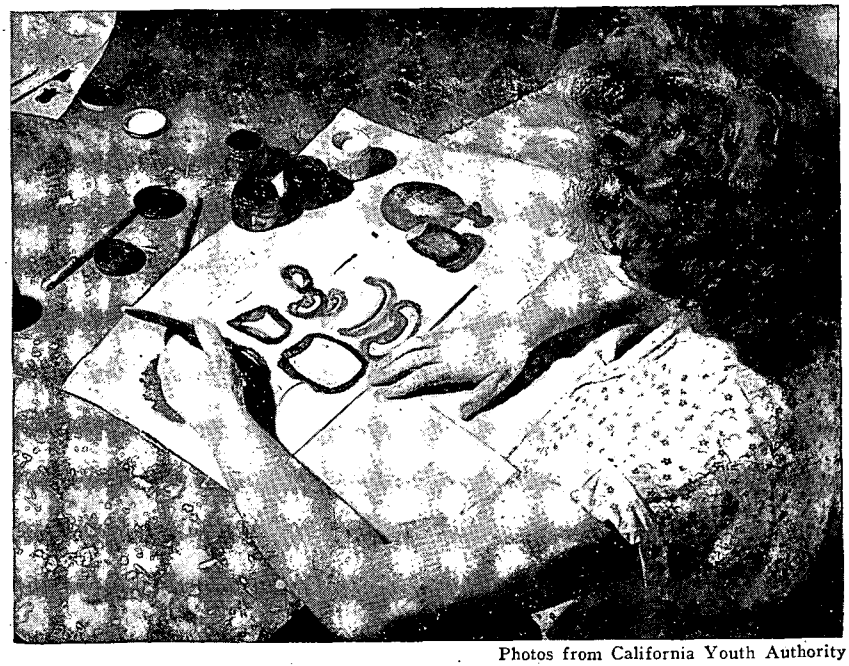
Then came the six months' observation at the state hospital, where her diagnosis read: "Primary behavior disorder; conduct disturbance." The subsequent commitment to Los Guilucos was a last resort. Her response to the training program was slow, and despite frequent conferences with the psychologist, Miss Kleist, and the psychiatrist, Dr. David Fong (who comes to Los Guilucos twice a week from the Langley-Porter Clinic in San Francisco), the staff found it difficult to accept her behavior objectively. She resented correction, lied, argued, swore, flew into rages. She was tense, anxious, moody.

After some months there was a slight improvement. Liking the outdoors, she showed an interest in farm activities. She won a Red Cross life-saving badge at swimming. She was proud of her membership in the Hood Mountain Revelers. And she responded more readily to friendly gestures on the part of the staff. In particular, she liked Miss Kleist, who had undertaken psychotherapy with her. But she could express this liking only in negative ways.

"She would make faces at me," Miss Kleist said, "but at the same time be jealous of any other girl she saw in my office. I found that she had difficulty in verbalizing her problems, and decided she might be able to express them better in play therapy. So we took to ping pong. She would play a very hostile game, slamming the ball with unnecessary vigor, and once when it hit me, she laughed with delight. Finally when she realized I wasn't going to reject her, she began toying with the idea of rejecting *me*. 'Maybe I won't come any more.' 'All right, but I'll be here,' I said. In the end she seemed convinced of my friendship."

This case has been cited in detail because it is typical. The YA gets the children who have failed to adjust locally, the gravely delinquent or disturbed. In their case records the term "rejection" appears with monotonous frequency. Look up the most difficult older youth, the "psychopathic delinquents" at Ventura or Preston. In all probability you will find in their histories the familiar rejection pattern. The YA is open-minded on the subject of society eventually learning to re-educate the psychopath. Meanwhile warmth and friendliness are not considered harmful.

Lucy Ann's story has reached a crisis. Recently there came to her a letter from an Ohio city. "This is your mother, or so-called mother. I haven't been fair to you, but you have been in my mind these years. I have a home to bring you to now, a wonderful husband, and



Photos from California Youth Authority

A student in a block-print class at Los Guilucos School for Girls

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you have two sisters and a brother. Please don't forget but forgive me." The child's first reaction was shock. Then came tears, finally a smile. One thing puzzled her. "Why does she say, 'Forgive me?'"

In a second letter this mother, with rare insight, traced her daughter's rejection pattern back to her own. "I can well understand why you ran away from so many places, because I was raised the same way. My mother left me in an institution and never came to see me in seventeen years." The scars left by this woman's youth are deep. If she has retained sufficient stability to offer real affection, she and her daughter may be reunited. If not, as the child's former probation officer wrote, "Matters may become worse for Lucy Ann."

The crucial investigation will be made by the parole section of the YA's Division of Field Services. Upon the men and women, territorially assigned, who shuttle back and forth between the training facilities and the children's communities, rests the responsibility for placement after case review by the Authority's board. The parole officers try to make the children's usually unfit homes fit to receive them, for, as in the case of Lucy Ann, the pull in that direction is strong. Often a foster home is necessary; and many contacts must be made to insure acceptance by understanding teachers, well-staffed guidance centers, efficient recreation departments, tolerant churches, interested employers.

Communities where such aids are lacking are usually found to be "hot spots" of delinquency. The parole officers, whose job is casework, report such spots to the field representatives of the prevention section of Field Services Division. This frequently leads to a formal request (by county judge, county supervisors, and city councils of the area) for a local survey, of which there have been 39 to date, most of them covering one county. One of the nine field men assembles a staff on which are represented not only the YA but a number of state departments and many local agencies. This team finds the gaps where youth needs are not being met, and makes recommendations for improvement. Among the 40 recommendations made by the most recent survey team were such far-reaching ones as the establishment of a school guidance clinic and teen-age centers.

These centers, where boy meets girl for talk and fun, are youth-administered, with adult advisers. In California, often patterned on the USO, they mushroomed during the war, sometimes without sound planning. Upon request by the YA, the Governor's War Council (now the Governor's Youth Committee, under direction of Robert McKibben, All Nations Foundation, Los Angeles), caused a survey to be made which led, among other things, to the setting up of a State Department of Recreation. The YA continues, on informal request, to help develop teen-age centers. It publishes *Teen News,* and co-sponsors the conferences of the Youth Council.

In the adult field, it co-sponsors (along with 34 other state departments and statewide agencies) two summer workshops, and has held to date 120 small regional conferences, bringing together people from large cities and remote rural counties to talk about youth welfare. Similar in result but different in organization are the 70 community councils (coordinating *people,* not agencies) added by the YA prevention section to the 215 already existing in California.

Several of the field men are consultants along some special line. The consultant on juvenile halls has helped 19 counties with actual building plans and given administrative advice to 33 others. He meets regularly with an association of juvenile hall superintendents. The consultant on juvenile control, himself a police officer, cooperates with police departments in setting up juvenile bureaus for better handling of first delinquencies. The probation consultant, who meets regularly with a group of probation officers at the administrative level, has furthered the establishment of 40 new probation offices in the state. The consultant on county forestry camps, which are state-subsidized, has helped start several of the 13 now operating. A recreation consultant is no longer needed, the State Department of Recreation having undertaken consultative service.

The field staff is besieged with requests for these and other aids. And that, says Karl Holton, is as it should be. "It is in the local communities that delinquency problems arise," he says, "and there that they must be solved." The ideal situation, as he sees it, would be for the YA to do such a good job of prevention that its training facilities would no longer be needed.

But such a millenium is not in sight. The Board has some 4,225 state wards on parole, 2,300 in the schools and camps. The present building program, made necessary by California's rapidly growing population, not by a crime wave, will raise the maximum number of beds in the training facilities to 3,550, relieving the pressure on juvenile halls and jails. The intent of the law was to make it mandatory upon juvenile, inferior, and superior courts to commit all seriously delinquent youth needing custodial care, to the YA. Whether housing will ever catch up sufficiently to make this possible, is uncertain. But if the uncertainty gives added spur to prevention, it may be salutary.

"DON'T OVERSELL US." EVERY MEMBER OF THE STAFF with whom I talked, cautioned me in some such words. "We're still pioneering, still trying to interpret the new philosophy. We haven't finished revamping the older schools, nor finished building the new ones, which must be kept small for individualized treatment. We need staff and more staff—well-trained, stable people. Above all, we can't push our program faster than public opinion will let us."

But the ground has been broken, the worst ten years are over. Neither California, nor the other four states (Wisconsin, Minnesota, Massachusetts, Texas) which, in modified form, have adopted the Youth Authority way, nor the states still to adapt it to their needs, will go back to the past. For when in September 1950, President Truman approved the federal Youth Corrections Act, the U. S. Department of Justice itself closed the door.

On Los Guilucos Creek, a short distance below the old winery, stands an ancient rectangular building, once William Hood's distillery, later Sonoma County's first jail. Built of stone blocks three feet thick, with a single barred window, the jail is a dank, dark reminder of the days of retributive punishment. The historic building is out of bounds for the girls at the school—but it doesn't interest them, anyway. The weather, when I was there, was exceptionally warm for March, and they were wheedling their recreation director to let them scrub out the swimming pool.

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Public Policy and Social Adjustment

A three-year research project shows what we do and do not know about social maladjustment as a community problem

MARION ROBINSON

IF A CURIOUS CITY FATHER OR AN INTERESTED CITIZEN OF one of our American communities were to set out one day to discover precisely to what extent the people of his hometown were in trouble with the law, limping through life handicapped by serious personality or family problems, or were otherwise out of kilter with society, he would not have far to go to learn that such a picture is simply not available.

He would find, it is true, that the courts, the prisons, the mental hospitals, mental hygiene clinics, and casework agencies keep records of their own particular activities. But because these different agencies keep different records for different purposes, he would find himself trying to "add up apples and oranges" to get his composite picture.

If he had read in our current literature how the "social infection" generated by delinquency, mental and emotional illness, and family breakdown is as much of a threat to him and his fellow-citizens as the presence of disease, he might find himself wondering. He might well ask himself why it is that he can find out from his local health department to what precise extent he is threatened by disease, but that nowhere can he learn to what extent he and his family are threatened by this social infection he has heard about.

After his own voyage of discovery among his community agencies, he would understand why, for the purpose of the St. Paul project, which sought to analyze communitywide data of this kind, completely new machinery had to be devised.

The St. Paul project was part of a three-year research undertaking by Community Research Associates, Inc., which was financed by The Grant Foundation. Its purpose was to prepare a definite treatise on what we know and do not know about planning and organizing our community services so that they can more effectively prevent, and afford communitywide protection against the consequences of dependency, ill-health, maladjustment, and lack of recreational opportunities. This somewhat staggering undertaking involved considerable work in addition to the statistical study done in St. Paul. Materials and experience of community surveys carried out previously by this group of associates were analyzed. A systematic screening and study of the literature from these four fields of community service was made. Extensive consultation was held with specialists from each of the fields.

Where the St. Paul study came in was to provide facts about the size, shape, and interrelatedness of the human problems with which agencies of these four service fields are working, in a typical urban community. The study was carried out jointly with the St. Paul Social Planning and Research Council, whose interest was, of course, to produce findings which might help in planning and improving their own program in St. Paul. That is another story—St. Paul's own story. What we are concerned with in this article is the illumination of current issues in one field of community service, bringing to bear upon it the pertinent facts and ideas from all the research sources, including some of the statistical findings from the St. Paul study.

IN THESE FINDINGS OUR INQUIRING CITY FATHER WOULD have found some of the answers he sought. He would also have found material for long and ponderous thought. During the month of November 1948, with the cooperation of 108 public and private St. Paul agencies in the four fields of service, data were obtained on each family served by each of the agencies. For each of the 41,000 families—40 percent of the families of the community—which had been served by the 108 agencies during that month, a schedule showed which agencies had given service and what the specific problem had been.

Final tabulations showed that 6,600 families were receiving financial assistance, 16,000 had health problems demanding service from community-supported health agencies, 19,000 were being served by the recreation agencies, and 11,000 had one or more members of the family involved with the courts, the mental health agencies or institutions or the casework agencies. Cross-tabulations provided reliable figures on the numbers of families being served simultaneously by agencies in the same and different fields of service. For instance, it could be determined that over 50 percent of the dependent families also had problems of ill-health, as did about 40 percent of the families having family or personal problems of maladjustment. In fact, it turned out that a group of 6,600 families had such a pyramiding of serious problems that they were claiming over half the service of the assistance, adjustment and health agencies.

There is no ready-made definition of what exactly constitutes evidence of failure to manage one's relations with society with reasonable success. At one time or another

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—This article was adapted from a section of a forthcoming book on community planning and organization, prepared by Bradley Buell, and others, of Community Research Associates, Inc. Mr. Buell was formerly executive editor of Survey Midmonthly. *Miss Robinson, a former member of* The Survey *staff is now a free-lance writer in New York City.*

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almost everybody has personal or family trouble which does not have such serious consequences as to demand community attention. For those who do require attention, sometimes a diagnosis is not, or cannot, be made. In planning this project, therefore, the consultants agreed to accept two principal types of evidence of the social maladjustment about which the community is, and has good reason to be, concerned. The first of these was *officially recorded antisocial behavior,* that is, the people about whose unsocial activity the courts have made some official judgments in society's behalf. The second was evidence of impairments to social capacity—mental deficiency, mental or emotional disorder, failure in primary obligations towards home, work, and school—as diagnosed by a psychiatrist, psychologist, or social caseworker.

This meant that the families known to correctional, mental health, and casework agencies and institutions were scrutinized together to obtain a composite picture of the maladjustment problem insofar as they knew it. During the month of the study, these agencies reported these evidences of maladjustment in about 10 percent of the community's families. In 6 percent of these there were symptoms of behavior disorder—that is, crime, delinquency, mental defectiveness, mental or emotional illness, and so on. In another 4 percent, while there was no evidence of personal inadequacy, the situation itself was so disorganized that the people involved apparently could not adjust to it without help.

What the counterpart of this bird's-eye-view from St. Paul would be for the nation as a whole, one can only surmise. Even the most persistent congressional committee could not draw together such a picture, for the data do not exist. But the humblest citizen knows that in our country the maladjustment problem, as it was defined for this project, involves a very large number of our people. Though the separate facts are fairly well known, it may be well to put some of them together briefly so as to keep before us the magnitude of the service responsibilities that confront our communities in this area.

OVER A MILLION AND A HALF SENTENCES ARE SERVED EACH year in our prisons, penitentiaries, jails, institutions for juvenile detention, and juvenile training schools. Over 600,000 mentally ill and 140,000 mentally defective people annually require care in our mental institutions. There is one divorce for every four marriages. Forty-one out of every 1,000 live births are babies born out of wedlock. At a very conservative estimate, 250,000 children are being cared for in foster homes or institutions because their own families are dissolved, or are unwilling, unable, or unfit to care for them.

Last available figures show that we have about 500 public and private hospitals for the care of the mentally ill and mentally defective, 700 community mental health clinics, 2,200 agencies and institutions for the care of children, and over 200 family casework agencies, plus a much larger number of agencies which give casework service under specialized circumstances, such as the American Red Cross and the Travelers Aid Societies. It is common knowledge that the extent of the maladjustment problem keeps all of these services constantly working up to, and in many cases beyond capacity.

It can be seen that though our inquiring city father will find that his community and country do a great deal about the evidences of this problem, he will also learn that there is not much accurate knowledge about the extent, form, and shape of the problem itself. If his curiosity is whetted by what he has discovered, he will go on to find out that what his community and his nation do rests uneasily on a confusing tangle of notions about what ought to be done.

THE ORGANIZED COMMUNITY, EVEN IN MOST PRIMITIVE societies, has always undertaken to protect itself against the behavior of persons who were unwilling or unable to adjust to accepted laws and customs. There has been profound and progressive change over the centuries in public policy toward this function of society, reflecting change in the composite attitude of people toward the problems of their day. Our modern ideas of what we need to be "protected against" are much more comprehensive than were those of our forefathers. At the same time, a helter-skelter of ancient and modern ideas becloud our public policy toward this traditional function of society.

Our ideas about what constitutes unsatisfactory or unsuccessful behavior depend, in considerable degree, on the social judgment of the day. But this in itself confounds our confusions of public policy, for the social judgments of yesterday are always clinging persistently to those of today. Colonial America not only demanded protection against witchcraft, but also against failure of its citizens to observe the Sabbath. Some of the present generation can still remember the latter's descendant "blue laws."

Fortunately, although social judgment has played its part in determining our public policy through the centuries, humanity has been consistently interested, to some degree, in the cause of what we call maladjustment, and the manner of mending the error of man's ways. In the middle ages this was a simple matter, for a man was believed to be a completely free moral agent, directly responsible for all his acts of knavery, vagabondage, and evil-doing, and thus society had a right to revenge itself upon him. Indeed, the idea that punishment is the just desert of the deviate and a good object lesson for the potential "wrongdoer" still persists in our society.

A refinement of this somewhat crude concept was introduced by the political philosophers of the eighteenth century, heralding more modern ideas of "treating" the person so as to improve his adjustment to society. They clung to the idea of punishment but felt it was less a matter of social revenge than a deterrent to further misdemeanors. This gave rise to the custom of fixing penalties according to a kind of pain-pleasure formula—that the pain of the penalty must be greater than the pleasure of committing an antisocial act.

The powerful impact of the humanitarian movement, a century later, introduced yet a new element into this evolving public policy. Rooted in our Judeo-Christian philosophy, in the belief that the individual personality has intrinsic value, the concepts at the heart of this movement led to great reforms against the indecencies and brutalities of the gaols, gibbets, and mental institutions of the day. The community's casework system, the core of the social work movement in this country, was born of this humanitarian impulse to help man improve his lot. Obviously, the humanitarian ideal is still, and hope-

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fully always will be, a strong factor in determining our public policy. But admittedly this powerful urge to be personally helpful does not contain within itself the knowledge of how to achieve the goals it sets up. For this, we look to a new element which has intruded into our thought with increasing force during the past half century—scientific inquiry into the causation and treatment of undesirable behavior.

Modern criminology and psychiatry began with study of *what* people did, but very soon moved into a preoccupation with *why* people did what they did. We now know that the causes of man's failure to make successful social adjustments are infinitely complex, and that they lie in a dynamic relationship between the inner person and the outward circumstances under which he lives. We know a good deal about the basic factors which impair that relationship. Along with the growth of scientific knowledge, we have seen the development of professional skill in the diagnosis and treatment of people who manifest symptoms of severe disturbance due to these impairments.

Thus our curious city father will find that in practice, what his town does or does not do about social maladjustment is a composite of all these factors. He will observe, not only among his fellow citizens, but also among the community's agencies and institutions, differences and confusions about what is or is not desirable and undesirable conduct, what causes it, whether and how it should be punished, accepted, treated.

The hope that this conflict and confusion can be untangled and that a coherent policy of public action may emerge arises from two current trends. The first is clearly in view, having been accepted by leaders in these matters. The discerning person may also see the second, but its acceptance is yet to come.

EACH NEW STEP IN THE THEORY EVOLVING ABOUT HUMAN behavior has shown more clearly that the roots of antisocial behavior, mental and emotional illness, and family disorganization lie in the same dynamic soil. The services that have grown up in piecemeal fashion to cope with these problems, however, were practically organized to deal with crime, delinquency, child neglect, illegitimacy, mental disorder, and a host of other particular symptoms of social unadjustment as if they were separate and more or less unrelated entities. A page from medical history would show a similar idea about the treatment of consumption before the discovery of the tubercule bacillus, when each type of disorder produced by this germ was regarded as a separate disease.

Today the tacit acceptance of the broad generic quality of these various evidences of social maladjustment, as our correctional, mental health, and casework agencies push toward a treatment purpose, is revealed in the identity of their consequent requirements for professional personnel. Not only does each now see that its fundamental task is to diagnose and treat various kinds of behavior disorder, but each has concluded that this requires some combinations of the psychiatrist-psychologist-caseworker team. The national bodies which set standards for the wide variety of services in this field—mental hygiene clinics, mental disease hospitals, training schools for the mentally defective, adult correctional institutions and probation services, juvenile court and probation services, family and children's casework agencies—all recognize that some combination of these professions is essential to their service, although the proportions of each ingredient differ in each prescription.

For example, according to the American Psychiatric Association and the United States Public Health Service, standards for a mental disease hospital call for one psychiatrist to every 150 patients, one caseworker for every 100 annual admissions, and psychologists as needed. For a mental hygiene clinic, according to the same organizations, there should be one psychiatrist for every 20 full time treatment cases, one psychologist for each one or two full time psychiatrists, and two or three caseworkers for each full time psychiatrist.

The standard for an adult correctional institution having 1,000 to 1,200 men, says the American Prison Association, calls for one psychiatrist and psychologists and caseworkers as needed.

The Family Service Association of America reports that a family casework agency which meets standards should have one qualified caseworker for every 25 to 30 active cases, and one supervisor for every five or six caseworkers. It is also becoming the practice in family casework agencies to have available both psychiatric and psychological testing service, although no authoritative standards as to amount have yet appeared.

HERE THEN ARE THREE SYSTEMS OF COMMUNITY SERVICE which arose to meet what once seemed to be very different community problems, but which now seem to have arrived by their separate paths at a common realization that their tasks require a combination of the same underlying professional skills. If our city father has come this far with us, he may feel that this is yeast which could be the brewing of a greater measure of unity and coherence in getting at the over-all problem of maladjustment in his community.

The importance to public policy of seeing as a whole a problem with which a variety of agencies are dealing, which is the second emerging trend in this field, was illustrated many times over by the St. Paul data. One example is what it showed about the number of mentally defective persons and the communitywide implications of this disability for agencies dealing with different facets of maladjustment.

Altogether the agencies identified 9,794 individuals who showed one or more evidences of the behavior disorders described earlier. Our city father could not have known, however, and very few professional people would have guessed that nearly one quarter—2,367 to be exact—of these would turn out to be mental defectives. National estimates are that between one and two percent of the ordinary community's population are mentally abnormal. Very few would have guessed either, it is probably safe to say, that, as these figures indicate, perhaps half of all the mentally subnormal people in St. Paul would be requiring help or protective supervision from the community's agencies at any particular given point of time.

Everyone realizes that the mentally impaired are almost by definition more maladjustment-prone, than those with normal faculties. But in most communities very little is known about the degree to which this group is swelling the "evidences" of maladjustment that must be attended to by the courts and correctional agencies, the casework agencies, the relief and community-supported health

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agencies. For example, a twenty-year record of a small group of families in Stamford, Connecticut, known to have mentally defective members, compiled as part of this research, showed that adults from two thirds of them had been convicted of crime, and juveniles from the same proportion convicted of delinquency. The rate of commitment for child neglect from these families was 13 times as high as for the community as a whole. In St. Paul one third of the families of these mentally subnormal persons were on relief, and 40 percent were being provided medical, nursing or other services by the health agencies of the community.

More than ten years ago, the White House Conference on Children in a Democracy recommended that communities make systematic plans to identify this mentally subnormal group; keep careful track of the different kinds of trouble which they get into; insure a greater measure of continuity and coordination among the different agencies which must deal with the different outcroppings of their adjustment disabilities. By systematically identifying these individuals and analyzing the communitywide significance of facts about them, the St. Paul project took the first step. Still to come, however, is experimentation with practical procedures for coordinating the different services to prevent this group of maladjustment-prone individuals from getting into as much expensive community trouble as they now do.

Another illustration of the importance of "seeing the problem whole" can be drawn from St. Paul data which concerned what might be called a "service-indicated and service-provided" ratio.

Out of maladjustment families about which the study had full data, 29 percent showed no evidence of behavior disorder. Rather, it appeared that their problems were due primarily to an inability to cope without help with some particular situation that confronted them. The great proportion, the remaining 71 percent, reported an average of one and a half persons per family showing evidences of serious personality difficulty. There were 2,376 mentally deficient persons mentioned above, 1,822 who had been diagnosed as mentally ill (1,208 of them classified as psychotics), 3,493 who were reported by caseworkers as failing in major responsibilities toward home, school or work, and 3,447 who had official records of antisocial behavior. Well over a third of these families were dependent on the community for support or had serious health problems or both. The same person, of course, often was reported by several agencies who tagged him with the classification appropriate to their particular diagnostic bent. It seemed reasonable to presume that the second and larger group, in all of whom evidences of complicated mental, emotional, and personality disorders were combined with situational or environmental difficulties, would require the maximum of diagnostic and treatment skill of variant psychiatric-psychological-casework teams. Equally it seemed reasonable to presume that the first and smaller group, whose situational difficulties were uncomplicated by personality deviations and disorders, would require a simpler kind of casework assistance which is primarily directed to a better management of the environmental obstacles.

Actually, however, the service available in the community was in inverse ratio to the indicated need. Using the national standards referred to above as indicative of the requirement for diagnosis and treatment, it was found that only 13 percent of the service provided to these families was by agencies equipped to diagnose and treat a composite of personality and environmental problems. Seventy-three percent was by agencies equipped to treat only environmental situations and 13.5 percent by agencies equipped to give custodial care only.

A close-up of the casework alone dramatizes the picture further. Fifteen percent of the casework service was being given by agencies having the staff standards and caseloads that permit painstaking care and treatment of any serious compounding of personality and environmental difficulties. The other 85 percent was being given by agencies who could provide no more than situational help. Only 50 or 60 of the 211 caseworkers then employed by St. Paul agencies were working under the circumstances necessary for providing the diagnostic and treatment services required to deal with complicated behavior disorders.

The actual proportions of this "service-indicated and service-provided" ratio would undoubtedly differ from community to community. However, it is highly probable that many communities are now making a very substantial investment in service to meet the lesser of the two needs represented in their total problem.

Underlying this imbalance, the paucity of personnel now recognized as indispensable to diagnosis and treatment, of and by itself demands a communitywide look at the total problem of maladjustment. Above the battle of frantic competition among the three systems for available competent practitioners remain a group of cold facts: There were, at last report, 4,000 qualified psychiatrists, 1,000 clinical psychologists, and 15,000 caseworkers who had completed the two years course in professional schools of social work. Training facilities for these specialties are limited. The minimum required period of study after high school ranges from eleven years for the psychiatrist to six years for the caseworker to five years for the clinical psychologists. Not in any foreseeable future will there be a great enough reservoir of these trained practitioners to meet all the requirements of ideal goals. One of the first items on any agenda for community planning must be how to make the best and most economical use of the precious personnel now available.

As we have said, the second current trend in our social adjustment services—the effort to see the problem whole, in communitywide terms—is as yet barely discernible. It is at once a concomitant and a result of the first: the growing realization that the basic task of the three adjustment systems is a common one requiring similar professional skills. The St. Paul project, in giving some semblance of size and shape to the problem in one community, has illuminated these trends more clearly.

Many citizens, like our city father, and many practitioners are deeply concerned about this complex field of community service. It remains for them, and for all of us, to decide that we cannot much longer depend on the candlelight of our traditional piecemeal approach to social adjustment. We must throw the switch to illuminate the whole problem in many more communities, and to allow a new public policy of unity and coherence finally to come to birth.

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VI. From Continent to Globe

BENTON MACKAYE

"DAMN YOU, KEEP YOUR EYE ON THE BALL!" Such was the poignant advice administered to me with tongue and boot by an exuberant football coach in the gay and rugged Nineties. Via head and hind I have always remembered it. It applies to many things, indeed to all things leading to a goal. It applies not only to making the most of a new continent, from aboriginal beginnings to an American folkland; it applies to the goal of a habitable globe.

Poignantly if less ruggedly I bequeath that challenge to every geotechnist; to every citizen with active concern for the future. The time has come to look forward and in this our thought must shift from matters continental to those global.

Is there one secret, more profound than any other, for leading us toward this final goal of earthly habitability? If so, what is it? Who has it? Let us ask the greatest of all experts in the matter, namely Dame Nature, who, during the ages since the Silurian, has been steadily making the earth more habitable. From all indications, her answer is to follow heaven's first law—*order*.

WAYS TO GLOBAL ORDER

WHITHER THE WAYS?

We can perhaps get our bearings by noting first those leading toward disorder. Two ways—both highly lighted—lead straight as turnpikes toward the blackout of order on earth and good-will among men. They are today's big two terrestrial menaces:

A. Starvation: human stomachs multiply while crop acres decline.

B. Decimation: men have found the means to destroy themselves wholesale.

On the other hand, two other ways—one highly lighted, the other dimly so—lead by various routes, and round about, toward the bright hope of earth order. They stake out two definite lines of approach in attacking these menaces:

(a) *Frontal:* essentially political efforts toward some form of global sovereignty and peace.

(b) *Flank:* economic and cultural efforts toward global solvency and social unity springing from interests common to all.

Menace *A* is both cause and effect of menace *B*, and *vice-versa*. The frontal approach hits especially at menace *B;* the flank approach directly at menace *A*, indirectly at *B*.

Lest this "algebra" grate on the reader, let me draw on historical analogy. Take the situation in our incipient "United States" immediately following the Revolutionary War. There were two main menaces (which were already partly fact in the 1780's): economic depression caused by upset foreign trade; and internal dissension among the new States. Then as now there were two approaches to these menaces—frontal and flank. Both were tried by various leaders of that day.

FLANK APPROACHES

THUS WASHINGTON FIRST MADE A FRONTAL APPEAL TO THE thirteen Confederated States to form themselves into a full fledged national government; issuing his famous "Legacy to the American people" (1783). Now Washington had the greatest prestige of any American then living; yet his political attack dragged.

Whether conscious or not of its full import at the start, he tried a second and economic approach—as brought out in my last installment—("Washington and the Watershed," *The Survey,* March). He had quietly set to work on a pioneer transportation project, the C & O Canal reaching through to western settlements in the hinterland beyond the Alleghenies. In this connection, his efforts at Mt. Vernon to compose conflicting sovereignties in the Potomac between representatives of Virginia and Maryland bore fruit two years later at the Constitutional Convention in Philadelphia. As we have seen, only less significant than the enduring framework for political union set up there under his chairmanship, was its crucial interstate commerce clause—establishing federal sovereignty over rivers as a means for trade and communication in knitting the new Republic together.

Returning to twentieth century history I take my cue from Washington's experience with frontal strategy. I am not writing on world government. I am concerned with geotechnics, with a series of activities aimed at starvation and decimation. The activities consist of flank attacks on these threats both to global order and human well-being.

Such efforts are central to the role of geotechnists in today's world. They concern everybody everywhere. At least three international institutions are now engaged in prosecuting them. These are—in the economic field, FAO (Food and Agricultural Organization of the United Nations); in the cultural field, UNESCO (United Nations Educational, Scientific and Cultural Organization); in the ecological field, the PACC (Pan-American Conservation Congress).

Statesmen and mass movement make first page head-

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—Here a pioneer American forester stretches our imaginations in projecting his theme from our native soil and waters to the planet as a whole. His concluding article will bear the title "Toward Global Law."

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lines in their frontal efforts to achieve some manner of political, *de jure* union for the world of the future. Specialized agencies like these make the back pages in their auxiliary efforts to weave a fabric of *de facto* union. Let me cite no less an authority than Sir John Boyd Orr, founder and former director general of the FAO ("Can Mankind Make Good?" in the FOOD number of *The Survey,* March, 1948):

"While the Assembly of the United Nations is holding governments together at the top level; the specialized agencies can begin to build a new world from the bottom upward."

Sir John went on to say that FAO food plans work at a level where "political and ideological differences are not so acute," and that "concrete collaboration of this sort lays foundations" for world government.

There are several ways, or routes, for this bottom-upward strategy. They traverse ground covered in the previous installments of this series from the angle of geotechnics, ground where "political and ideological differences" are least acute and where, therefore, humankind should find agreement most readily on *what we have in common.* Let me visualize these routes as running roughly parallel along a slope, those closest to nature at the bottom, those most affected by man along the top.

TERRESTRIAL CONSCIOUSNESS

WE START AT THE BOTTOM LEVEL WITH A QUOTATION from William Vogt in his "Road to Survival," (Wm. Sloane Associates, 1948):

> All of them (the people of the globe) have one thing in common. The lot of each, from Australian sea captain to biochemist, is completely dependent on his or her global environment. . . . One common denominator controls their lives: the ratio between human population and the supply of natural resources.

"Global environment"—this "one thing in common"—the sense of it, what I call "terrestrial consciousness"—that, I submit, is the starting point of the way of ways to global order.

Environment is what's outside us; consciousness, what's inside. To get a *sense* of an environment means somehow to get inside us what's outside. This is easy when the enviornment consists of say, an apple; once in the mouth we get a sense of it. But where the environment is a global one the feat is less readily accomplished—more akin, perhaps, to Jonah swallowing the whale.

But, fear not, just as the apple may be eaten a bite at a time, so the globe may be sensed one sense at a time. It's the fashion these days, for instance, to bite off the globe in the political sense, or in the military sense—and so on. What is now suggested is to try it out in terms of nature's works alone, untrammeled by politics, economics or any other man-made antics; in terms, that is, of *ecology.* Vogt, too, had this in mind:

> Columbus, more than the atomic scientists, made ours one geographic world. Woodrow Wilson saw that we all live in one world in a political sense, and Wendell Willkie popularized the concept for the man in the street. However, few of our leaders have begun to understand that we live in the world in an ecological—an environmental—sense. Dust storms in Australia have an inescapable effect on the American people; they set mutton prices soaring.

Ecology then is short for the study of nature as a civilization in itself—that of the wilderness communities I have introduced to you. These go half way back to the beginnings of life on earth—which started as a biological colony along the shore of land otherwise devoid of plants or animals. From such shores hundreds of plant and animal communities have sprung. Each has evolved its own balance of life—a balance as delicate and complex as 350 million years might be expected to develop. Then man, with ax or plow or the hooves of his herds crashes into these age-old complexities and wonders why floods and dust bowls follow!

Crashing in on natural civilizations might be called an ecological crime. But it is one going on all over the world. That is why Vogt calls on us all to wake up and get an "ecological sense" of our global environment.

There are two distinct appeals involved. Vogt has referred to one—mutton prices. Besides this economic urge there is an equally definite cultural appeal. The two are distinguished in one of my local newspapers, the Fitchburg (Mass.) *Sentinel,* in an editorial stressing the need of wilderness areas.

"OUR COMMON BOND"

> One of the first basic observations on life in general, noted at least by boys, is the fact that two kinds only of men exist at whom no dog ever barks, but at whom he always wags his tail: (1) his master; and (2) the butcher man. The dog wags his tail at his master for sheer affection; he likes the butcher for that extra bone handed out to him.
>
> Similarly, there are two compelling causes for man's liking the wilderness: (1) his affection for his first ancestral home; and (2) his survival interest in the source of ham and eggs.
>
> Why, then, wilderness areas? Why save the primeval environment? In the world at large and right here in Massachusetts? (1) For the reason the dog loves his master—for what the primeval environment *is*—a common spiritual and mental bond, an endless interest to all men; and (2) for the reason the dog likes the butcher—for what the primeval environment *has,* for what the wilderness (if not "barked at," and lacerated, and eroded) is willing to hand out to us—a decent physical living, a "bone" for each and all of us, wherever we may be, and without the need of shoving and warring in order to get our share.

Here are twin appeals to soul and body. The pursuit of terrestrial consciousness, step by step, by a world people, constitutes what I should call the bottom road among the various flank routes leading toward global unity and order. It is this ground route which unfolds the nearest demonstration yet, not of peace on earth, but of a scheme wrought by ages since the Silurian, combining perfect control of life's eternal cycle with measured progress from lower to higher realms.

In sharp contrast with the ground route, we may visualize the top route, or political level. This deals only with the institutions of men, seeking order by man-made control of human action. The ground route we may call simon-pure *natural;* the top route simon-pure *artificial* in its best sense. Between them run others combining in varying degree the works of nature and of man.

We geotechnists must keep to the lower levels. I have just set up a guidepost to ecological common sense, so to speak, at the bottom level. Let us see how we can make a start to blaze its path.

William Vogt himself suggests a lead:

> One of the most promising educational devices, which up to the present has scarcely been experimented with, is the

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national and state park. These should be used—and where they do not exist they should be created—both to foster an appreciation of nature and to enlarge the understanding of natural processes.

Here in all their fascinating complexity and interest can be seen the great plant climaxes, associations; competitions; the movements of the hydrologic cycle, the building of the soil by which we live, the environment and interactions of wildlife.

"To enlarge the understanding of natural processes." These seven words mark out the bottom road to consciousness of a global order. Read nature in the open, first-hand and not third-hand or thirtieth. Learn your ecology from the ground up for it is nature's expert way, developed through the eons, of making the earth more habitable. Geotechnics, as I have said before, is man's ecology. So we must have our *laboratories,* alias wilderness areas and national parks; but we seek global—not just local—order, so we need such laboratories the world around.

Nor do we lack movements in this direction. One such is being led by the Pan-American Union—an effort, launched a decade ago, which has taken form in a Wildlife Treaty, already signed by two thirds of the Pan-American countries, including the USA and Argentina. The treaty offers a basic pattern for parks and preserves throughout the two American continents to conserve flora and fauna in their natural habitats—along with geological formations and primitive conditions generally. A similar plan was projected even earlier in Africa. Advancing these ideas is a body with an interminable name: "The American Committee for International Wild Life Protection." This committee expresses the hope that the American and African movements

> . . . should serve as a basis for discussions which will lead to the establishment of a World Convention to further Nature Protection through international cooperation. . . . Steps to accomplish these results should be carried out within the frame-work of the United Nations.

So we have people on at least three continents who have developed enough terrestrial consciousness to sense the notion of a *global wilderness;* not the kind to be wrought by atom bombs but to be conserved around the globe, parts of our original home of homes, for what it *is* and for what *it has*.

Within the framework of the United Nations are a number of agencies representing flank or auxiliary approaches to the problem of global order. Take that quaint nickname UNESCO (short for United Nations Educational, Scientific and Cultural Organization). A project for global wildernesses to spread self-consciousness among the inhabitants of the globe would surely pass all three tests—educational, scientific, cultural. UNESCO, therefore, is at least one logical agency to explore and open up this ground route toward terrestrial consciousness and order.

EMULATION OF NATURE

HAVING TRAVERSED A PATH ON THE SIMON-PURE NATURAL level, let us follow a higher contour with a mixture of natural and man-made elements. First, we must have a look at how this came about.

Homo, like *canis* and *felis,* is a predator (and, also, of course, a plant eater). Like wolves and panthers, presumably, he first hunted for his food; and when he lost his hairy hide he hunted also for clothing to keep him warm. For shelter, a cave or tree would do *pro tem.* Gradually he got enough skill to make himself a roof.

Then, slowly or suddenly, he did what no other brute had ever done before. He discovered the secret of chain reaction. He started a fire. Or lightning did it for him and burned up his primeval bailiwick. But in time he learned to stop as well as start a blaze, and use it meanwhile. Then and there a new economy was born.

This widened. Homo became farmer as well as hunter and found or made an opening in the forest. He learned the secret of seeds and became a semi-vegetarian. He tamed animals, milked, sheared, and slaughtered them. He had two worlds to live in—a rural world within the primeval.

Again his economy widened. He devised a wheel to do his chores by placing it under a waterfall. With wheels to help him grind and saw, Homo became miller as well as farmer and hunter. Mills started towns. Hence, three worlds to live and work in: an urban world . . . within the rural . . . within the primeval.

Of these, the primeval is the product of all creation, and though often reduced today to scattered patches, continues ever potent if left undisturbed. Cities may come and cities may go but such a wilderness goes on forever. Its ecological civilization, its balanced vegetable and animal economy, maintain areas in perpetual habitability.

Can man, as geotechnist, do for the two worlds largely devised by himself (the rural and the urban) what nature has achieved in the uninvaded primeval? Unless he can, he must ultimately fail in preserving the earth as a habitable globe. In other words, we must match nature's ecology with geotechnics, or perish.

Is there some rule of thumb for this vast consummation? Verily, the first and simplest rule on earth: *Give back to earth that which we take from her.* Return the goods we have borrowed; in short, pay our ecological bills. Pay them in dirt, not dollars. It's the only currency the good earth accepts. Too long we have lived on dollar ecology. We've lived long because our principal in terms of natural resources has been huge. Today, the end is in sight unless we mend our ways. Not always can we dig food from rural field and spew it down urban sewer. Not without concerted replacements can we extract cellulose from rural woodland and grind it into urban newspapers. The ecological budget must be balanced or nought will remain to pay the undertaker.

Let me consult another seer—Fairfield Osborn. ("Our Plundered Planet," Little-Brown, Boston. 1948.) "The order of nature," he writes, "can be expressed by the symbol of a circle" of which wild animal life was formerly an "inherent part." What has happened to that portion we have domesticated? To quote:

> They (the domestic animals) end up in the consuming centers, their residues in disposal plants or carried to the ocean. The broader implications are that this holds true of a large proportion of the earth's products today, both animal life and plant life, including vast quantities of forest products. There is one steady movement of organic material to towns and great cities and industrial centers, there to be consumed or disposed of as waste but never to go back to the land of origin. We are hacking at the circle expressive of the organic unity and productive processes of nature. The question is: Will we one day actually break that circle?

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Call it breaking the circle, or going broke, or squandering our ecological fortune, the only way to prevent vast depression and disaster is to balance outgo with income. Economics without ecology is a science in the air. In the two man-created realms—rural and urban—that balance is required for psychological reasons. The rural landscape demands protection from the urban slum. But also for low-down physical reasons, the rural well-springs (cropland, pasture, woodland) demand protection from urban leakage. Landscape is part of qualitative nature, or the thing she *is* to us; its treatment is a regional and local problem. Well-springs (or physical life sources) are part of quantitative nature, or the things she *has* for us. Their treatment is a continental and world problem. Of those parts of the world, subject to the spread of urbanization, Osborn writes:

> The enormous and almost blind demands of the markets in great cities, sucking vast quantities and varieties of products from faraway land areas, may well be largely responsible for a process of land exhaustion that cannot continue indefinitely.

So much for the second route toward global order, the "emulation of nature." Having studied nature's geotechnics as applied to *her* special primeval economy, our aim is now to do as well by *our* own special economies. Of these, the rural comes first. On it the urban depends. Everybody knows that every city draws its sustenance from land (field, forest, or mine). Let us consider the renewable resources. Though renewable, are they renewed?

We take material from the field. Part of this (the protein) we use to maintain our human bodies; part (the carbohydrates) we use to pump our bodies with energy; part (the excrement) we sink in the ocean or dump into our rivers, there to poison the fish; part (the garbage) we largely dump in back lots, there to raise a stench and collect vermin. None of these materials, except here and there, do we put back in field and "circle."

We take material from the forest. Part of this goes into lumber, or paper, or other usable form, and is actually used. Part goes into slabs and part into sawdust piles. We are learning to salvage these waste portions, yet we are drawing from the (U. S.) forest "bank" about three times more than its income of growth.

No scheme to feed or improve the world can be financed on any but an ecological bank account; without this, gold is as worthless as paper; the only sound money is earth money. Osborn's circle of life (the ecological cycle) can be held together only by returning to it the *solid* substance taken from it.

THE CYCLE OF WATERS

NEXT WE CAN FOLLOW THE *hydrologic cycle,* MAINTAINED by *fluid* substance, the endless flow of H_2O from cloud to rain to stream to ocean to cloud. Water and life are so closely related that this cycle of waters is part and parcel of the total circle which binds our common lot on the heritable globe.

The watershed is the local theater of action, the river basin is a little water world unto itself. We have already scanned the watershed history of America, dating from 1789 when Americans began, under their new Constitution, to adapt human laws to the code of nature governing that portion of the cycle of waters flowing from summit to sea. We have seen how this new Constitution bowed to the cycle, and how on every legal test, from Gibbons *vs.* Ogden to the New River case, Ol' Man River, dressed up as Uncle Sam, came out consistent victor. The cockeyed geographic patterns of the various colonies did not fit the natural pattern of the watersheds; hence the state governments were excluded from jurisdiction and the U. S. government took charge.

Thus, in the United States, the legal problem of man *vs.* watershed has been basically solved—as dramatized in the valley authority set up for the Tennessee River. The TVA basin covers portions of seven states but with respect to the cycle of waters in this theater, one government controls, not seven. The TVA pattern is being considered for the Columbia and Missouri Basins.

What of similar watersheds on other continents? Progress has been made under the French on the Niger. What of the Ganges, the Yangtze, the Danube? Let us look at the last.

The Danube River watershed is larger than the Tennessee and like it overlaps portions of seven "states," Bulgaria, Rumania, Yugoslavia, Hungary, Czechoslovakia, Austria, Switzerland. These nations are theoretically 100 percent sovereign, but are often yanked about by real sovereignties wholly outside the basin.

But let's keep to the physical situation, for here is a geotechnic problem, like that of the Tennessee. But here man's law (or absence thereof) is still defying nature's law throughout the watershed. For the obvious good of its inhabitants it is patent that the flow of Ol' Man Danube should be managed as a single fluvial unit. "Fat chance," you say. . . . Supposing so, as would-be statesmen we must indulge in pessimism. . . . But as geotechnists there is nothing to prevent us from figuring out the physical problem. No, we cannot get all the data needed, but enough at least to make a thumb-nail sketch. I've done so myself, for the sheer fun of it, from data in a small atlas (plus a little hydrology that I happen to know). It beats crossword puzzles all hollow. . . . And if more people spent more time on real puzzles, and less time on blank ones, something real *might* come of it. Page the Father of our country at his Mount Vernon estate.

I'm not sure which group of UN initials spells out the logical special agency to address itself to this problem. It would be one way to help the people of the world to feed themselves. Perhaps it would be another job for FAO, or for a "Point Four" project, or some other "bold new program." A start might be made by setting up a UN "Water Resources Policy Commission" based on the U. S. President's recent commission of this name, headed by Morris L. Cooke. In any case, it would be a flank attack toward global order, the self-same approach taken by Washington in seeking national order.

Perhaps what is needed on the Danube and on several other great split-up watersheds on this habitable globe is the precedent of some "supreme law" decisions—a Gibbons *vs.* Ogden, a Rio Grande case, a New River case. We have canvassed these decisions through which, under its new constitution, the United States adjusted man's law to river's in all American watersheds. Similar legislation and decisions by a United Nations with similar authority would bring new life and resourcefulness to the world's great watersheds.

(Next installment: "Toward Global Law")

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Edward Millman

Only two mobile X-ray units to cover the nation are possessed by the Bureau of Indian Affairs

Indian Health—Victim of Neglect

HAVEN EMERSON, M.D.

NOWHERE IN THE AMERICAN SCENE IS THE GAP BETWEEN medical knowledge and application so great as on our Indian reservations. Any pride this country may feel about its steadily improving health records must be streaked with shame at these dark spots of shockingly high incidence of sickness and death.

The Indians' death rate from diarrhea and enteritis is eight times that of the country as a whole. Their tuberculosis death rate is five times larger, their infant mortality rate four times as great. And today, when pneumonia has been almost defeated as a major killer, it cuts short the lives of three times as many Indians as other Americans in proportion to the size of their population.

The statistics in some areas are almost incredible. Among the Navajos tuberculosis kills at almost ten times the national rate. In Montana, the chances of Indians dying of tuberculosis are nine times greater than for non-Indians. But the most appalling figures are from Alaska. There the Indians suffer one of the highest TB death rates in the world, fourteen times above that for the United States as a whole.

All these figures arise from one cause—neglect. They are the direct and tragic result of political parsimony and general indifference.

Medical science has the answers, but the U. S. Congress withholds the dollars to curb diseases originally given the Indians by the white men. Indians are denied public health services taken for granted by all other Americans.

Health authorities estimate that appropriations must be increased by $12.50 for each of the 400,000 Indians in this country if immediate needs are to be met. Yet the pending budget for 1951-52 provides a per capita increase of only $2.67.

This stinginess means that hospitals will remain understaffed, that obsolete, outworn equipment cannot be replaced, that housing facilities for medical personnel will be lacking or in hopeless disrepair, that public protective measures can hardly be begun, that low salaries and poor living conditions will keep medical and nursing vacancies from being filled.

Typical of unmet, deferred needs is a new tuberculosis hospital for Navajos and Hopis. Two years ago I served with two other physicians as consultants for the Commissioner of Indian Affairs. We reported that a hospital with a minimal capacity of 700 beds was an immediate essential. The hospital is still a hope not even included in the new budget. Meanwhile people die; and the rest spread their infections.

The one way to improve this deplorable situation is for the American people as a whole to take enough interest to spur the necessary action. Already there are a few signs of awakening to this long disregarded responsibility. Only last month the medical school of the University of Utah made contractual arrangements with the Navajo reservation to serve as medical advisers. And in March, the Association on American Indian Affairs, Inc., announced the appointment of a national medical committee to work for immediate improvement of conditions affecting Indian health.

Perhaps the most stimulating move, however, is the exhibit of thirty paintings currently traveling the country, from which the accompanying illustrations are samples. Painted by four well-known artists, Eduard Chavez, Fletcher Martin, Edward Millman, and Frede Vidar, on thirteen Indian reservations in the United States, including Alaska, they were commissioned by the Abbott Laboratories of North Chicago, Illinois, to help the Association in its efforts to focus public attention on Indian health needs.

—Dr. Emerson, Professor Emeritus *of Public Health, College of Physicians and Surgeons, Columbia University, is honorary president of the Association on American Indian Affairs, and a member of New York City Board of Health.*

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Right: A Papago medicine man (Arizona) breathes purifying smoke over his patient, and brushes away evil spirits with eagle feathers

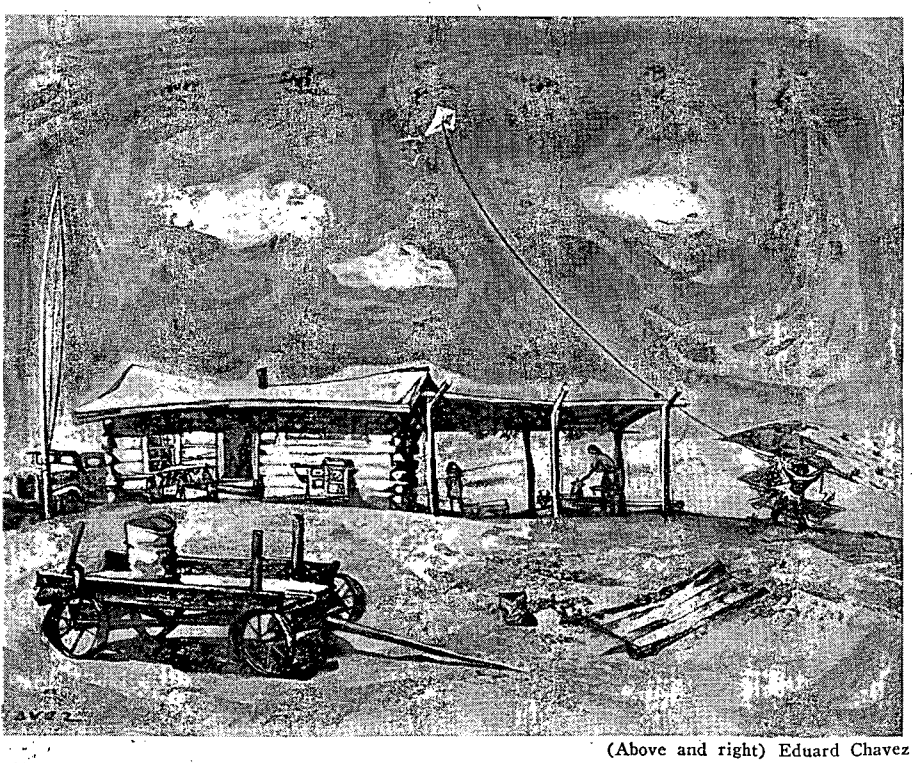
Far right: Out-patients from an Alaskan coastal village board the M/V *Health,* a converted army barge, staffed by a physician, Dr. Hazel I. Blair (in doorway), nurse, technician, clerk, dentist and assistant, and crew. From June to December, it provides virtually the only medical service available during the year from the Aleutians north to the Norton Sound area

Below, left: This one-room cabin, with "squaw cooler" attached, houses eight children and three adults. It is typical of the average overcrowded and insanitary Sioux homes on the Cheyenne River reservation, South Dakota

Center: The one field nurse on the Red Lake Indian reservation, Minnesota, tells a young Chippewa that once too often he had forced his tuberculous wife to leave the sanatorium and come home "to take care of the baby." Now there is no hope of the wife's recovery

Right: A basket-maker plies her ancient trade

Frede Vidar



(Above and right) Eduard Chavez

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Fletcher Martin

Frede Vidar

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On the Labor-Management Front

JOHN A. FITCH

THE U. S. BUREAU OF LABOR STATISTICS RECENTLY ISSUED a report on salaries of social workers in the United States, as of May, 1950. According to this study caseworkers and group workers throughout the United States were receiving annual salaries averaging $2,730. This in itself is not very informing, as all ages and all degrees of training and responsibility, as well as all geographical areas were lumped together. It is interesting, however, to compare this with the average income of factory workers, since that is based on a similarly comprehensive evaluation. The average weekly earnings of workers in manufacturing in May 1950, according to the Bureau of Labor Statistics, were $57.54. If a factory employe had 52 weeks of work he would earn, at this rate; $2,992 in a year—about 9½ percent more than the caseworker. He would come out just about even with the caseworker by working 47 weeks. Since May 1950, the wages of factory workers have risen considerably.

The study revealed the fact that the average salary of social work executives was $3,700. Of these, 7,500 covered in the study were men, with the average salary $4,430; the 8,200 women executives received an average of $3,180.

✦ ✦ ✦

THE EXECUTIVE COMMITTEE OF THE NATIONAL CONFERENCE of Social Work has refused to recognize the Joint Committee of Trade Unions in Social Work as an Associate Group this year. This committee, representing the Social Service Employes Union, a division of the United Office and Professional Workers, and the United Public Workers, has had time allotted to it for afternoon programs at meetings of the National Conference for a dozen years or more. For several years, the leadership of these unions had been the object of increasing criticism in the CIO, of which they were affiliates. Last year, on charges of failure to carry on adequate campaigns of organization, disregard of CIO policy, and engaging in left-wing politics to the detriment of trade union activities, these two unions, together with nine others faced with similar charges, were expelled from the CIO.

The action of the Conference on this matter is indicated in the following resolution, adopted by the Executive Committee, last November:

> Whereas, the two unions (United Office and Professional Workers and the United Public Workers) are no longer affiliated with the CIO, and
>
> Whereas, the expulsion of these two unions by the CIO changes the position of the Joint Committee as an applicant for Associate Group status, and
>
> Whereas, consideration by the National Conference of the Joint Committee as an independent national organization poses several questions as to the future role and contribution of the Joint Committee, growing out of the charges made by the CIO, and
>
> Whereas, the Executive Committee does not have sufficient evidence at this time that the continued affiliation of the Joint Committee is calculated to enhance the professional standing and interest of the Conference, and
>
> Whereas, consideration by the Executive Committee of any new data and/or application cannot be completed in sufficient time to qualify the Joint Committee for the 1951 meeting, therefore
>
> Be it resolved, that the application for Associate Group and booth status for the 1951 annual meeting be disapproved.

The Community and Social Agency Employes, a new union in the social work field, chartered last year by the CIO, will appear on the program at Atlantic City as a "Special Group." This organization, with its largest membership in New York, but with members in a number of other cities, includes former members of the SSEU, who had withdrawn from that body, others left as orphans by the expulsion, and still others who have responded to an organizing campaign.

The purging of Communist dominated unions from the CIO did not involve a drive against individuals. The possibility of extending it so as to dislodge Communists and fellow travelers from their union membership seems to be implied in a recent statement attributed to Allen S. Haywood, a vice-president of the CIO and director of organization for that body. *The New York Times* quoted him as saying that "cleaning out of Communists" is organized labor's first order of business, and "as for the traitors in our midst, we will give them a fair trial, but damn their souls if we find them guilty." This attitude, of course, has serious implications. It is one thing to refuse membership in a federation to organizations that are Communist-led, and quite another thing to drive individuals out of the unions and out of their jobs because they hold unpopular beliefs. And it is a little disturbing to hear of "trials" to determine the guilt or innocence of persons designated in advance as "traitors."

✦ ✦ ✦

THE STEEL INDUSTRY HAS BEEN MAKING NEWS RECENTLY in various ways other than by operating to capacity. *Steel Labor*, organ of the United Steel Workers of America-CIO, reports that a safety campaign launched by the Jones and Laughlin Steel Corporation and its employes has achieved striking results. The company offered to turn over to hospitals and other social agencies whatever money could be saved by a reduction in on-the-job accidents. The union agreed to cooperate, with the result that, during 1950 the accident rate was cut down to such an extent that the company "saved $69,050 in reduced in-

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surance and compensation premiums," which amount was turned over "to charitable organizations selected by the corporation and local union leaders." These included local hospitals, the Red Cross, anti-tuberculosis and cancer funds, children's agencies, Salvation Army, Boy and Girl Scouts, and other organizations.

Steel Labor quotes Admiral Ben Moreel, president of the steel company as saying, "Jones and Laughlin does not want to make money out of safety, nor do we want to profit from the safety campaign except insofar as safety contributes to the health and contentment of our employes and their families."

Not to be outdone, the U. S. Steel Corporation has announced that one of its plants has surpassed the "all-time safety record of the entire American steel industry." This was the Elwood Works of the National Tube Company at Elwood City, Pennsylvania, which ran for 318 days and piled up 5,609,891 man-hours of work without a single lost-time accident. It is worthy of note that this is the plant that the company decided to dismantle and move to Gary in 1946. Its later "reprieve" apparently had a stimulating effect on its 3,300 employes.

✦ ✦ ✦

ANOTHER BIT OF NEWS FROM STEEL COMPANY HEADQUARTERS is not without interest. Bradford B. Smith, economist of United States Steel delivered an address some weeks ago at the 16th Annual Meeting of the First Federal Savings and Loan Association of New Haven, on "Certain Unique Aspects of the American Economic System." After offering psychological explanations for man's behavior, paying tribute to *laissez faire,* defining government as "the mechanism by which people without penalty to themselves inflict man-made-injury on each other," explaining the income tax as the "camel's nose" of chaos and destruction of private property, and the progressive income tax as "confiscation to punish people for being progressive and productive," Mr. Smith recommended as a bit of home work William Graham Sumner's "What Social Classes Owe to Each Other."

"I guess it is out of print," said Mr. Smith, "but if you can ever lay your hands on a copy, take the time to read it. You will be richly repaid. It reveals the attitudes of a man who was perhaps as profound a thinker on these subjects as our country has given us."

I agree with Mr. Smith's guess that the book is out of print, but it still is to be found on the shelves of libraries and in private collections. Thus it is possible to present some excerpts, for the benefit of those who find it difficult, at the moment, to "lay their hands" on it. Incidentally, the book was published in 1883, not in 1890, as Mr. Smith thought, so it was sixty-eight years ago—three years before the formal organization of the American Federation of Labor, eighteen years before the launching of the U. S. Steel Corporation, and almost a generation before the horseless carriage and the flying machine became practical realities—that Professor Sumner wrote down these views on trade unions and employers.

"Trades-Unions," wrote Professor Sumner, "are, in fact, in this country, an exotic and imported institution. . . . The American workman really has such personal independence, and such an independent and strong position in the labor market, that he does not need the union. . . . If it were not for the notion brought from England that trades-unions are, in some mysterious way, beneficial to the workmen . . . it is very doubtful whether American workmen would find that the unions were of any use. . . .

"I have read many diatribes within the last ten years against employers, and a great many declamations against the wrongs of employes. I have never seen a defense of the employer. . . . I will try to say what I think is true. There are bad, harsh, cross employers; there are slovenly, negligent workmen; there are just as many, proportionately, of one of these classes as of the other. The employers of the United States—as a class, proper exceptions being understood—have no advantage over their workmen. They could not oppress them if they wanted to do so. The advantage, taking good and bad times together, is with the workmen. The employers wish the welfare of the workmen in all respects, and would give redress for any grievance which was brought to their attention. . . . The whole class of those-who-have are quick in their sympathy for any form of distress or suffering. They are too quick. Their sympathies need regulating, not stimulating. They are more likely to give away capital recklessly than to withhold it stingily when any alleged case of misfortune is before them. They rejoice to see any man succeed in improving his position. They will aid him with counsel and information if he desires it, and any man who needs and deserves help because he is trying to help himself will be sure to meet with sympathy, encouragement and assistance from those who are better off."

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Kate

Dementias Precox: Catatonic Type: Catalepsy

Go then, Doctor, be
All-deciding Fate,
Though but for an hour
And to none but Kate.

Mould this living wax,
Now that it is plastic;
Turn it into something
Simple or fantastic;

More than bone and thew—
Body as you see it—
Will sustain that form,
Will decide to be it.

Now you made her droop—
Niobe in stone—
Note how became it;
Made that grief her own.

Now transformed, arrested
In a whirling dance:
Note it in her breathing;
Note it in her glance.

Now a drunken girl
Stumbling toward the gutter;
Note: each mode of being
How itself, how utter.

Now—what will to sainthood
Could be more emphatic?—
Arms and face upturned;
Flesh and soul ecstatic.

Which is Kate? Fate also,
Like yourself, in doubt,
Shapes man and reshapes him,
Trying to find out.

George T.

Aphasia

As though they were the leaves
In the October of his life,
They are gone,
The colorful words.
There is only the network
Of stout trunk and limbs
Now veining his mind.

And now and then dry leaves,
Fallen leaves, wind-awakened,
Rise high in the air,
Swirl high in the air,
In blind search for the boughs
From which they fell.

On the Psychopathic Wards

ISRAEL NEWMAN, M.D.

Assistant Physician, Augusta State Hospital, Augusta, Maine

To Leon

Dementia Precox

So silently you sit day in day out
On that same quiet ward, in that same chair,
In that same listless posture, hair half combed,
Head slightly bowed, brown eyes and pale white face,
Twilit with life—a little blue flame that tips
A new-lit candle sheltered by a hand.
To you, in your tall tower of ivory,
Our movements and our talk, our very acts
Of tending to your needs—as to a child's—
Are blurred and far away; are unknown voices
Half heard across a river in the night.

It is not that your twilit mind—a dusk
That slowly deepens—holds in its white calm
An epic of great visions: for I know
How frail, how trivial and how broken up
Are all that mingle and make up your thoughts:
It is the meaning that these have for you;
It is the white completeness that they bring—
That calm that is itself an ecstacy.
Who questions what the fuel when the flame
Is all that matters? But this too, alas,
Will dim as it has dimmed these silent years;
Unless a miracle awakens you;
And we have seen such miracles occur.

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Ragged Individualism

Dementia Precox: Hebephrenic Form

Ragged individualism
Of bullet-headed Michael,
Prone to tear his garments,
Pacing forth and back
On the overcrowded ward—
Hobo hitting the ties
Of the interminable railroad track
That is the varnished floor;
The white walls his horizons.

Ragged individualism
Of every event
In his mind, where each thought is
A being apart,
Unrelated to the rest.

Ragged individualism
Of a wardful of men
Together for many moons,
As oblivious of each other
As if they were, not facts,
But events in Michael's brain.

The Chief

Senile Psychosis: Paranoid Form

He needs four blankets for he's old,
And frail, and lean, and always cold.
Shirt, slippers, bath robe, grin and he
Make just one hundred pounds and three:
But now, approaching eighty-eight,
His limbs can hardly bear this weight.
But, O, his heart is big and bold,
As warm as his lean feet are cold.
His hand-grip, vise-like to the end,
Implies: tremendously your friend.
And he is sure to see the point
And chuckle with every creaking joint.
And he is proud, but not too proud,
Though ranking high above the crowd,
He being, as he intimates,
"The chief of these United States."

In Circles

Dementia Precox

Einstein?
Dora Donnovan also
Discovered that no straight line
But ends at its beginning;
For space is curved
In an alcove with grated windows
Behind a street of white beds
Neatly paved by a mouse-colored runner.

Having stepped out of time,
She has been walking in a straight line—
Toward what moon, star or nebula?—
Since one can remember.

And the shuffling of her slippers
On the amber-varnished floor
Is inaudible as the steps
Of one walking on space;
Is inaudible as the lips
That keep whispering—what?
And to whom?

The Chopper of Wood

I wonder why he does not tell
How oak—, or spruce—, or birch-logs smell,
Or any wood new-sawn and split
And cool wind blowing over it—
What he is so nostalgic for
But will not work at any more—
Nor mention, what he holds as fresh
In memory, the wood's bare flesh;
Nor tell how arms and shoulders feel
The axe's swing, its arc of steel;
Or how they sense that they have split
The worthy log with one square hit;
Or how no miser ever could
Pile gold as neatly as he—wood:
No, Jim, a Tower of Pisa, bent
By toil and age and all but spent,
Speaks not of what he misses so
But pleads with them to let him go
To chop his wood and earn his keep,
His crust of bread, his place to sleep.

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PERSONALITIES and PROJECTS

Dedicated to Children's Welfare

"IF I WERE TO WRITE AN AUTOBIOGraphy, the title would be 'It has been Interesting.'"

Thus CHENEY C. JONES, retiring superintendent of the New England Home for Little Wanderers, recently responded to a reporter's request to take a backward glance at his forty years' experience in social work. Reminiscing about the contribution to the field made by many of his old friends and associates—Carl Carstens, Wilfred Reynolds, Julia Lathrop, Frank Bruno, Harry Hopkins, to name a few—he failed to mention his own considerable part in the development of child welfare theory and practice in the twenty-eight years he has headed the model New England child caring agency and in preceding years with the Massachusetts Society for the Prevention of Cruelty to Children, the Cleveland Humane Society, and the Children's Protective Society of Minneapolis. That it has been widely recognized by others can be glimpsed from some of the "extracurricular" positions he has held—president of the Child Welfare League of America, director of the Ella Lyman Cabot Foundation, president of the Massachusetts Conference of Social Work, member of the executive committee of the National Conference of Social Work, member of the advisory committee of the U. S. Children's Bureau.

Such a long association with children, says Cheney Jones, has been not only interesting but satisfying, for there is nothing to compare with the opportunity to watch "unfortunate and needy children grow into the finest type of citizens." In his own home he has numerous photographs of former institution or agency charges, now adult, many of them married and with children of their own. Asked about his theories, he refers to his private "watchword" which he freely admits he "stole" from the comedian Joe E. Brown because it expresses so well the secret of understanding a child's problems: "Children must belong; otherwise they perish." This, he maintains, says as much in a sentence as volumes of technical works on dependency and rejection.

Mr. Jones' social work career has not been confined to child welfare, for during World War I he joined the staff of the USO of that day, the War Department Commission on Training Camp Activities, usually known as the Fosdick Commission; and afterward he became a division director of civilian relief for the American National Red Cross under W. Frank Persons. However, social work in any form was not part of his intention when as a young graduate of Doane College, Nebraska, he traveled East to take up professional study at Yale. The profession was law—he is now a member of the Massachusetts bar—and it was his legal studies that indirectly led to his discovery of the field to which he has devoted his adult life. Advised by a professor to read "outside the law" he stumbled across Dr. Richard C. Cabot's writings on medical social work—the beginning of an interest which was later to influence him to turn down a proffered position as dean of a new law school in Kansas in favor of a job as special agent with the Massachusetts SPCC.

He had already had some firsthand experience in work with youngsters at the United Workers' Boys Club of New Haven, where he had taken a job as superintendent to help pay his way at Yale.

When he steps aside as head of the eighty-six-year-old Home for Little Wanderers next August to make way for the new superintendent, Richardson L. Rice, Mr. Jones will remain attached to the agency as special consultant, immediately concerned with public relations. He has long accepted as a major responsibility telling others not only about his own agency but about the philosophy and concepts behind the whole field of child welfare. This he has dicharged through speeches and personal contacts as well as by his editorship and philosophic writings in "Little Wanderer's Advocate," a quarterly published by the Home. His interpretations always have been brief and to the point, never succumbing to the "wordy indulgence" which he regards as a hazard to social work. Though the problem and the task must be defined, he pointed out recently in this little quarterly, the "acid test of social work" lies not in impressive documents, but in "better living conditions and better lives which have definitely resulted from the social worker's efforts."

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LAST MONTH THE U. S. CHILDREN'S Bureau announced the appointment of two associate chiefs, DR. KATHERINE BAIN and MELVIN A. GLASSER. Dr. Bain will be in charge of program development in research, in grants to the states for child health and welfare, and in other work in maternal and child health. Formerly head of the Division of Research in Child Development she has been with the Bureau since 1940, coming from thirteen years of practice in pediatrics in St. Louis.

Dr. Katherine Bain

Mr. Glasser will be responsible for state and community relations and work with state and national groups in the development of community programs for children and youth. As executive director of Midcentury White House Conference on Children and Youth during its preparatory and later stages he has worked closely with Katharine F. Lenroot, bureau chief and secretary of the Conference for more than a year. He was formerly assistant director of civilian relief for the American Red Cross.

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Doctors in Washington

GEORGE C. STONEY

How much congressional influence can a professional group buy with an advertising campaign costing more than $2,000,000 a year?

It is an oversimplification to seek the entire answer in the present contest in Washington between the American Medical Association and proponents of bills that would spend more federal money on health. Nevertheless, many business and professional groups—and many advertising agencies—are keeping box scores on legislation passed at this session with just this question in mind.

Essentially, the 1951 contest is a replay of 1950's. Bills almost identical to those offered a year ago have been introduced to meet emergency needs in the fields of medical, dental, and nursing education; for the provision of more local health services, especially in defense areas; for rehabilitation of men rejected by the armed services as physically or mentally defective; for care of dependents of servicemen and Coast Guard employes in military hospitals and clinics; and finally, for federal aid to voluntary health insurance systems in the form of state subsidies or by way of tax exemption.

The American Medical Association is against almost all these measures. Dr. Joseph S. Lawrence, director of the Washington office of the AMA, explained its stand at a recent meeting of the District of Columbia Medical Society by saying: "There is no real shortage of medical care in this country." The increased demand for medical and hospital services heard across the land, he said, "is the result of inflation that has given people more money to spend for these things."

However, Dr. C. Victor Simpson, chairman of the local society's Medical Advisory Committee to Selective Service, who followed Dr. Lawrence on the platform, said something quite different: "There is no manpower more short or more critical than medical manpower."

Evidently congressional committees are not the only bodies that must weigh conflicting statements on this point.

The AMA's doctrine of the simple negative has made its point of view an easy one for Whitaker and Baxter, its advertising agency, to reduce to catch phrases suitable for billboards and radio spot announcements. Its inclination to fight federal concern with health in almost any form as "socialized medicine" has given the Association's Washington office the assistance of such veteran anti-spending lobbyists as those maintained by business, real estate, and especially the insurance interests. On the other hand, AMA's insistence that it speaks for all American doctors is being challenged on the Hill as individual physicians, most particularly the deans of medical schools, appear before committees to express their own, and often contrary, viewpoints.

During the last session a bill that would have given financial aid to medical education was passed unanimously by the Senate only to be tied up by the House Interstate and Foreign Commerce Committee. An AMA news release at the time cited this as a major victory. Currently, a similar bill (S 337), despite bipartisan committee approval, is meeting even more determined opposition as the economy bloc joins AMA in classifying aid to medical education as "non-defense spending." Companion bills in the House (HR 1781 and 2707) have not at this writing received committee approval.

If passed, there is a possibility that these measures designed to aid sorely pressed medical schools and students, will also bring a degree of federal direction, as the AMA asserts, though nothing in the bills would suggest this. Many deans faced with the constant necessity of "begging" to keep their schools going seem willing to take this chance.

The AMA has offered as a countermeasure a scheme for aiding medical schools through private fund raising. An original contribution of $500,000 has come from the Association's own treasury and every physician has been asked to contribute $100, or what he can spare. Many deans—and many doctors—are skeptical that this voluntary venture can begin to meet the needs.

There is little to suggest that the team of AMA-Whitaker and Baxter will chalk up a lower box score during this session than they did last fall when no major health legislation was passed. Using the same committee-blocking tactics that succeeded before, they may well kill once again the aid to medical education bills, or whittle them down to federal subsidies for buildings. If this happens, the heated dispute between the medical deans and the AMA now being kept more or less in the family will probably break into the open, bringing about the first major split in the medical lobby since the words "socialized medicine" scared various factions into a united front.

Meanwhile Representative Frances Bolton (R. Ohio), long time champion of the American nurse, is sponsoring HR 910, a bill asking federal aid for nurses' training. This bill carries the endorsement of the American Nurses' Association. The organized nurses have

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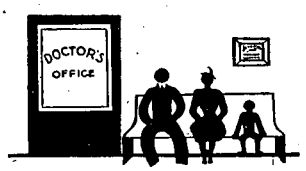
also succeeded in getting amendments to S 337 to include many provisions of the Bolton bill. If AMA's opposition to this general bill is too strong they plan to push for their own special measure, about which the doctors have kept a discrete silence, so far.

To aid the "many counties that will be faced with added health burdens arising from defense needs," the Senate has passed by the narrowest of margins S 445, a measure to extend federal aid to local health units, identical to one given unanimous Senate approval last year, but then tied up in the House Committee in response to AMA objections. This year's decrease in Senate support may be a reflection of the growing opposition in Congress to any spending bill not for shot and shell.

At present the AMA is calling for a series of amendments that would give control of such programs to local physicians or state medical societies.

THE FATE OF THOSE HEALTH MEASURES which are an integral part of military legislation is quite uncertain, much depending upon the kind of last minute treatment given each one on the floor when a vote is called and members have their attention focused on the main provisions. Section 23 of the Senate's Universal Military Training bill (S1) would delegate to a civilian agency the job of rehabilitating men rejected by the armed services for physical or mental defects. Speaking against the measure, Dr. George F. Lull, AMA secretary and general manager, told the Senate Preparedness Committee:

"Here, in the guise of a national defense measure, is a new medical proposal that surpasses, in the extent to



which it nationalizes medicine, even the compulsory health insurance bills . . ."

Public health officials have their own reservations about this measure, too. A good program of medical care for school age children, they point out, would have corrected many of these defects before the men reached draft age. Such a program—which still does not exist—would use medical manpower far more wisely, they say, than any quickie rehabilitation course designed to make men fit to fight in six months or a year.

The big controversy over compulsory health insurance goes on, although no specific bill will be introduced until a report is made by the special research unit commissioned by Congress to study the coverage of voluntary plans and their deficiencies. Dr. Dean A. Clark, who heads the study group, is medical director of the Massachusetts General Hospital and past director of the Health Insurance Plan of Greater New York, so his findings should carry more than partisan conviction. Last year the AMA gave the Administration such a trouncing that many of his supporters were surprised when the President once more made a strong plea for some kind of prepaid insurance scheme in his keynote message to the new Congress. His chances of getting what he asks for in this session seem no better than a year ago. However, there is one interesting new development:

Liberal Republicans, led by Representative James C. Auchincloss (R., N.J.), are offering as a substitute for National Health Insurance a measure (HR 146) that would extend federal aid to state-sponsored, nonprofit insurance plans. Of this AMA disapproves, saying it would lead to federal control and discrimination against commercial medical insurance. The physicians' organization prefers HR 14, sponsored by Democratic Congressman J. Caleb Boggs of Delaware, which would make premium and dues payments to voluntary health insurance plans and companies deductible from the income tax.

As the legislative hoppers fill with substitute measures, each tackling the problem of getting adequate medical care to the people in some piecemeal fashion, many observers on Capitol Hill are concluding that the trend toward some kind of health insurance is inevitable. Thanks to Whitaker and Baxter there is a general public awareness that the federal government *could* do something about the health of the nation. Eventually Organized Medicine may discover it has rendered a public service it never intended paying for with its $2,000,000 publicity fund.

Divergent Groups Endorse Housing

MORE THAN FOUR HUNDRED REPRESENTATIVES of business, industry, labor, religion, social work, housing, and the general public, met in St. Louis late in March to discuss the nation's housing problem. The meeting was called by Mayor Joseph M. Darst, of St. Louis, and a group of local civic leaders. Its chairman was Gale F. Johnston, president of the Mercantile-Commerce Bank of that city and a member of the Board of the Metropolitan Life Insurance Company.

Never before in the long fight for decent housing has such a cross-section of interests come together. Philip Klutznick, president of the American Community Builders of Chicago, former commissioner of the Federal Public Housing Authority, served as moderator. Spokesmen for the AFL and the CIO pleaded for more public low rent housing, while representatives of the National Association of Home Builders attacked this method of providing homes for the income group private industry fails to serve. In two days of work-groups everyone had a chance to air his views. Delegates were then invited to think through a program and recommend an agreed-upon course of action to the nation.

Skeptics scoffed and predicted that agreement could never be reached by such a group. Nevertheless, the housing program presented by a Resolutions Committee, was adopted unanimously. It contained the following nine points:

1. Endorsement of proposed Defense Housing Act of 1951.

2. Endorsement of objectives of the Housing Act of 1949—"a decent home in a wholesome environment for every American family."

3. Recognition of defense housing as an integral part of national defense, to be supplied where private enterprise cannot provide it, through a program of public defense housing, with homes of a permanent character wherever possible, geared to sound city planning, and the provision of community facilities as part and parcel of the job.

4. Recommendation for continuing slum clearance and redevelopment programs, as vital for defense or maintenance of peace.

5. Recommendation that both private and public construction to meet normal civilian needs be continued and include special consideration for families with children, under sound standards of construction and livability.

6. Recommendation of a unified lead-

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ership for the nation's housing program in order to coordinate the allocation of material and financial aids.

7. Recognition of contributions made by both private and public housing, and condemnation of efforts to destroy the public low rent housing program by a few special groups through the distortion of facts.

8. Endorsement of further federal aid for research to improve technological operations, and of various efforts to obtain modern building codes.

9. An appeal for all interests in housing and urban redevelopment — the building industry, finance, business, government, labor — to work together to find solutions and areas of agreement, and for sponsorship of such efforts by local, non-partisan, non-political citizens' organizations.

After the conference, the Home Builders of Greater St. Louis, the local association of private builders, voted unanimously to endorse the objectives of the conference.

The consensus at the conference seemed to be that St. Louis, through courageous leadership, had proved a point—that groups of seemingly divergent opinions can, by getting together, reach mutual understanding in regard to housing.

A New Plan For The Joads

THE COMPLEXITIES OF THIS COUNTRY'S migrant labor problem were never more clearly and comprehensively set forth than in the 185-page report of the President's Commission on Migratory Labor, made public last month. It is a dreary picture of rootless people working for substandard and precarious wages under atrocious conditions — unsanitary, overcrowded housing, neglected health, community rejection, a contract labor system which all too often amounts to peonage, and with no opportunity to school their children nor to improve their lot.

The million migrant farm workers, the committee found, are about half native Americans and half aliens, 400,000 of the latter illegal Mexican "wetbacks." (Incidentally, a *New York Times* writer recently reported that the largest employer of wetbacks in California is the brother of our present Ambassador to Mexico.) The President's Committee found that these illegal farm workers "have depressed the wage rates and living and working standards. They have displaced domestic workers, thus adding to the pool of domestic migrants. They have aggravated the problems of public health, sanitation, and disease. They have brought in contagion. They have raised the death rates."

The President's Committee makes specific recommendations. These are based on two major premises: "1. Agriculture, like industry, is capable of providing decent jobs. 2. The recurrent shortage of manpower for seasonal agricultural work is essentially a problem of low wages, deplorable working and living conditions, and failure to use with any degree of efficiency the domestic supply of farm labor." The major recommendation is for "a coordinated public program" under a federal Committee on Migratory Labor, with similar committees on the state level. The report spells out specific steps which should be taken by the federal government, the states and communities to improve the working and living conditions of migrants; to extend to them such safeguards as minimum wage, unemployment insurance, orderly recruitment; to make available health and welfare services, and to strengthen the regulation of alien labor, including those illegally crossing the border from Mexico. The report points the way to a solution of a harassing national problem — if it is read, discussed, and implemented.

ALL ABOARD FOR ATLANTIC CITY!

Social workers and volunteer and professional persons from every related field will converge on Atlantic City from May 13-18 for the seventy-eighth annual meeting of the National Conference of Social Work. Under this year's broad theme, "Building Social Welfare for Democracy," almost anything could be discussed, and judging from the preliminary program almost anything will, from the close-in technical problems of social work process and research to widely inclusive aspects of social action. Problems of urgency and current interest will receive considerable attention, particularly the social worker's responsibility toward civil defense, the impact of mobilizaton on family life and the health and welfare services, and methods of following up the recommendations of the Midcentury White House Conference on Children and Youth.

The Conference will open with a general session in the Convention Hall on Sunday evening. This year the new streamlined programing will present the rest of the meetings of the Conference proper on Monday, Wednesday, and Friday, with Tuesday and Thursday reserved for the 62 associate groups. Another innovation is the banding together of 31 of these groups to present a joint program covering a number of specific subjects concerned with civil defense, impact of mobilization, responsibility for rehabilitation, fee charging, responsibility for family lfe educaton, principles of child care, and other pertinent problems that cut across the various fields of social work.

At this writing, the speakers for the general sessions have not been announced with the xception of Ewan Clague, who will make the presidential address on Monday evening. At the same session Ollie Randall, chairman of the Survey Award Committee will present the award to this year's selection.

All these activities and deliberations will be reported on by Kathryn Close and George C. Stoney in a special section of the June *Survey*.

The Urban League's First Forty Years

OBSERVING THE BEGINNING OF ITS fifth decade of interracial work, the National Urban League has published a handsome yearbook which is a stirring record of progress in its difficult field. From a modest beginning in 1911, the League has developed a broad and many sided program which includes research, community projects, industrial relations, vocational guidance, and field services. Its goal remains the promotion of equal economic opportunity "through opening job opportunities at all levels; placement of personnel in the highest rated job for which each can qualify, and vocational guidance for better performance." With this, the League gives active support to efforts for better housing, recreation, and health education.

Some figures from the yearbook indicate the growth of the League. Thus the number of employes of the League movement has risen from two in 1910 to 395 in 1950; the number of affiliates from 9 in 1915 to 58 last year; the total budget (national headquarters plus affiliates) from $8,500 forty years ago to $1,416,072 last year.

Brief reports from local affiliates, north and south, east and west, show something of the range of the League's work and influence. They reveal, too, the resourcefulness with which the Urban

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League in many communities rose to new demands thrown upon it by major shifts in population during the war. Many communities now report, as does Wisconsin's leading industrial city: "Since 1941, Negroes in Milwaukee have achieved their greatest gains in the work force. For the first time, many are working at levels of their highest skills, upgraded in many plants which have never employed them before."

Last month the National Urban League and the Urban League of Greater New York launched a drive to raise $600,000—a goal $200,000 above last year's—to continue and expand the national and the local New York programs. As this country is increasingly aware, there is urgent need to intensify every effort toward improved intergroup relations and toward genuine equality of opportunity for all Americans.

The forty-year record of the Urban League is eloquent proof that much can be accomplished by determined men and women "working together in a friendly way upon common tasks."

New Rash of Public Welfare Investigations

AN EPIDEMIC OF LEGISLATIVE INVESTIgation, the occupational disease of public welfare departments, has hit at least seven states so far this year, in some with dire results. Indiana, for instance, has abandoned what seemed to be a firmly established principle of keeping assistance rolls confidential, with a law requiring names and amounts to be open to public inspection; while in Tennessee a legislative committee has asked amendment of "any laws restricting the publication of relief rolls in order that same can be made available to eligible persons seeking information thereof." In Georgia, the legislature has come up with a new and strange sort of rationing, restricting aid to dependent children to only one illegitimate child per family. Other states where the familiar cry of "chiseler" has been raised again to harry assistance recipients and public welfare personnel are Illinois, Arkansas, Oklahoma, and Nebraska.

Apparently stimulated by horror at high relief costs some of these investigations seem to combine a sincere effort to increase the efficiency of public welfare administration with a political opportunism that belittles the assistance recipient as something less than the dust—the balance of ingredients varying with the locale.

In Tennessee, where yearly public assistance costs for the period 1937 to 1949 rose from under $4,000,000 to more than $37,000,000, a joint legislative investigating committee recently submitted a report which spends a majority of its 23 pages denying the concept of assistance as a "matter of right," and blaming this increase on the philosophy "forced on many states" by the Social Security Department (sic) at Washington, D. C., of which "the Welfare Department of Tennessee, as well as other states, is a branch." It also deplores the "coincidence" that many of the state's public welfare executives "were trained in the School of Social Work Administration of the University of Chicago, where Professor Harry Hopkins many years ago set the trend of its educational policies based upon the theory of 'spend and spend' which is carefully indoctrinated in the minds of his students."

In spite of such boners, the Tennessee report concludes with twenty-five recommendations, many of which are sound enough to receive formal approval from the Nashville chapter of the American Association of Social Workers, including one to raise the maximum OAA and ADC grants. In a commentary on the legislative report the AASW expressed "delight" at the majority of the recommendations but frowned on the committee's proposal to release the names of assistance recipients. It also disapproved a committee recommendation to make a flat cut of $500,000 in public welfare appropriations, pointing out that the boost in grant maximums might cancel out savings due to other recommendations. Among the proposals receiving high approval from the AASW were those to make parents or children with financial resources legally responsible for each others' support, to tighten the state nonsupport laws increasing the maximum nonsupport payment required of fathers of illegitimate children; to request the governor to appoint county welfare advisory boards, to place greater emphasis on rehabilitation, to review the economic status of assistance recipients every ninety days, to prohibit Welfare Department employes' from taking an active part in politics, and to strengthen the Department's in-service training.

While stamping with its approval the majority of the commitee's suggestions, the AASW commentary specifically states that the chapter "does not endorse the method by which the committee conducted its inquiry nor . . . agree that the findings as reported in the newspapers . . . and as summarized in pages 1 to 16 of the committee's report to the legislature are in all instances based on authenticated, factual data."

The charges in Tennessee have been mild compared with those in states, such as Georgia and Indiana, where "Communist" has been thrown around as a convenient weapon in attacks on the welfare program. In Georgia, the director of child welfare has been summoned to answer charges of being subversive mainly because of the titles of some of the books taken from the office library for the child welfare division. In Indiana, attempts to use the "Red" label were vague and took a place secondary to attacks on social work procedures. While one representative charged social workers with using "a lot of fancy pants names to convince people they are not really on relief," a newspaper editorial berated them for separating "the real giver of charity from the receiver of charity" and so eliminating "the human qualities of sympathy and gratitude that are a vital part of the charitable impulse." Blared one headline: "Foreign Welfare Aides Dish Out Indiana's Taxes With Easy Money Air," but the "foreigners" turned out to be "people from other states imported for key positions in the state and local welfare departments."

Taxpayers and other people, if there are any, have a right to expect examination of any public department in the interest of honesty and efficiency. But they also have a right to expect integrity in the examination itself and a frank statement of purpose. One thoughtful social worker, Ben Lyndon of Wayne University, now on leave to study investigative processes, puts it this way.

"Since our total welfare program has grown up in a haphazard and uneven manner, reflecting wide differences of attitude toward common human need, Departments of Welfare have tended to reflect this process. The result has been, in some situations, an unevenness of operation in terms of structure, kinds of services, and the methods by which they have been offered. In many instances, changes have been necessary to protect both the taxpayer and the recipient. I do not believe, however, that an investigation which attacks social philosophy, the integrity of workers and clients, exposes exaggerated fraud and chiseling, is dramatically misrepresented in newspaper headlines, and accompanied by political threats and pressures is a sound, reasonable, common sense, and humane method by which to achieve constructive modification of a welfare program."

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The Unconquerable Human Spirit

HOWARD W. HINTZ

—By an Associate Professor of English and American Studies at Brooklyn College, lecturer at the Brooklyn Institute of Arts and Sciences, and the author of "Adventures in Living: An Introduction to the Reading of Biography."

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"THERE IS A HISTORY," SAID SHAKESpeare, "in all men's lives." Human history is made meaningful by the unity emerging from diversity. Here, surely, is as much diversity as any seven books could represent. Here, at least, is a striking reminder of the infinite richness and variety of human aspiration and achievement. But the unifying principle is easily discerned. It is the unquenchable fire, the incredible resilience, and the absolute indestructibility of the human spirit.

The most substantial and probably the most important of these volumes is R. F. Harrod's excellent study of the character and work of the greatest economic theorist of our generation. In his lucid explanation of Keynes' major economic concepts, Harrod makes abundantly clear the extent to which Keynes struggled against stubborn and powerful conservative opposition in gaining recognition and acceptance of such unorthodox theories as vast government expenditure for public works, the necessity of distinguishing between "savings" and funds utilized for investment, the relationship of national income and resources to federal budgets, and the safe limits of taxation.

Valuable and comprehensible to the lay reader as the elucidation of Keynes' economic theories are, the chief interest and power of this book to me lies in the full length portrait it draws of Keynes the man. We see him vividly in the formative years of childhood, as a student, and later as a fellow at Oxford, as a lover and patron of the arts moving freely and easily among his distinguished friends in the "Bloomsbury Circle," and above all, as an indefatigable public servant and crusader for social and political ideals.

As an economic and political theorist, Harrod regards Keynes as the most brilliant man of his time and compares him favorably with Adam Smith and Riccardo. But beyond the power of his intellect, the author feels that Keynes' true genius lay in his "goodness," which burned within him as a flame "exceeding that granted to most mortals." Along this line, the biographer continues: "A soul thus endowed is indomitable, even to death, in the face of its supreme enemy. . . . For Keynes the supreme enemy was the use of power for unworthy or irrelevant or trivial motives, to frustrate an opportunity for improving the lot of man." The evidence would seem to bear out this conclusion.

ANOTHER MAN IN WHOM THE FLAME OF goodness burned with a pure, white light was Rufus Jones, whose name for more than half a century has been synonymous with the best in American Quakerism and, even more particularly, with the American Friends Service Committee, which he was largely instrumental in founding. By birth and upbringing, he seemed destined from the beginning to play the role he did as teacher, philosopher, and interpreter of the distinctive and essential elements of traditional Quakerism. Important as his contributions were as a teacher of many generations of Haverford students, and as a profound and in some respects an original thinker in the area of traditional and contemporary mysticism, his greatest contributions, as Hinshaw clearly sets forth, were in other directions.

More than any other single figure, he restored to the Society of Friends a measure of its original seventeenth century vision and inculcated a spirit of unity among Friends throughout the world based upon the related concepts of "the inner light" and of humanitarian service. Through his innumerable contacts and friendships on both sides of the Atlantic, as well as through his lectures and books, he was as much as any American of our time a power for spiritual idealism translated into practical social concerns and services. Mr. Hinshaw's book is on the whole a thor-

THE LIFE OF JOHN MAYNARD KEYNES, by R. F. Harrod. Harcourt, Brace. $7.50

RUFUS JONES, MASTER QUAKER, by David Hinshaw. Putnam. $4

FLORENCE NIGHTINGALE, by Cecil Woodham-Smith. McGraw-Hill. $4.50

LOUIS BRAILLE, by J. Alvin Kugelmass. Messner. $2.75

PIONEER DOCTOR, by Lewis J. Moorman, M.D. University of Oklahoma Press. $3.75

HIS EYE IS ON THE SPARROW, by Ethel Waters with Charles Samuels. Doubleday. $3

TYRANT FROM ILLINOIS, by Blair Bolles. Norton. $4.50

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ough, sensitive, readable, and accurate portrait. As one who had the privilege of knowing Rufus Jones personally, I feel that this biography has effectively caught the real flavor of the man in all his breadth and purity of spirit.

This same deep sense of urgency, this same overpowering conviction of a call from God to fulfill an appointed destiny fired the spirit of Florence Nightingale. From the time when she first saw the vision at the age of sixteen until her death she carried on a continuous struggle against a succession of gigantic obstacles. First, it was her wealthy and socially prominent family which bitterly opposed her becoming a nurse. Then, during and after her service with the British Army in the Crimea it was the stupidity and ineptitude of both military and civil officialdom which thwarted her at every turn. In the later stages of her life in England it was a combination of severe ill-health and continued political red tape and indifference which forced her to fight tooth and nail for every inch of the ground she gained in improving sanitation and hospital conditions both in the armed services and in the cities and towns of England. Mrs. Woodham-Smith, on the basis of much newly uncovered material, has here produced a richly documented yet excitingly inspiring study.

In a somewhat narrower but equally untrodden path, Louis Braille turned darkness into light and death into life. Blinded in early childhood through a tragic accident in his father's saddler shop, he also heard the divine command at an incredibly tender age. Already distinguished in his early twenties as an organist and 'cellist, the one supreme goal toward which he strove incessantly was the development of the means by which the blind become self-respecting, normal, useful members of society. His story, now told fully for the first time and based upon material exhumed from various European libraries, follows the same tragic yet glorious pattern of indomitable will and unswerving purpose ultimately winning out over callousness, arrogance, and incompetence in high places. Mr. Kugelmass has here written a brief but fascinating biography.

The "pioneer doctor," Lewis J. Moorman, had other kinds of obstacles to overcome—those of the wilderness and the frontier. In this somewhat rambling autobiography which is replete with first hand personal anecdotes he recounts his experiences, first as a country and small town general practitioner in Kentucky, Tennessee, and the Territory of Oklahoma, and later as a prominent tuberculosis specialist in the State of Oklahoma. In this field, where he has been closely identified with the State University medical school and hospital and active in the development of public health services, Dr. Moorman's own life history is significantly identified with the major advances of the last thirty years in the prevention, control, and treatment of tuberculosis. It is a lively, informative, and historically significant story.

As a revelation of infinite capacity of the human spirit to survive adversity, to rebound time after time in the face of crushing blows, the story of Ethel Waters is in some respects the most astonishing of all. Born and raised under the most sordidly tragic of slum conditions, contending with depravity, drunkenness, and cruelty in her own family from her earliest childhood, she saw life among both Negroes and whites lived at its most squalid and degraded levels. Yet, miraculously, she herself avoided degradation. Endowed with a beautiful and unusual voice as well as with natural dramatic talent, through sheer will-power, courage, and strength of character, she has risen to the top of her profession as an actress. From her own point of view, the secret of it all is God. As a young girl, at a revival meeting she was overcome with the consciousness of the presence of God. She was convinced then, and has been increasingly certain through the years, that God is her intimate guide and protector. Rufus Jones with his devout, disciplined Quaker background also caught this feeling at an early age, and retained it throughout his life. Could the contrast be any sharper? How infinite, indeed, are the varieties of religious experience.

In her lusty, earthy idiom, and with disarming candor, Miss Waters tells her wonderfully colorful and gripping story.

The darker side of the human picture is represented by Uncle Joe Cannon of Illinois. For a longer time than was good for the nation or for himself he ruled the House of Representatives with an iron hand. On occasion his tyranny extended over into the Senate, the White House, and the Republican Party. The older he grew and the firmer his hold became, the more intolerant his reaction to all opposition. He was the original, self-styled stand-patter, and he stood pat to the end of his days — against labor, against tariff reform, against monopoly control, against every liberal concept of his time. He was overthrown at long last largely through the valiant efforts of Robert M. LaFollette. In the final analysis, however, it was the common people, the rank and file of both parties, who toppled Cannon from his throne. It was still another victory for the human spirit, activated on a mass basis. The author, who is director of the Washington Bureau of the Foreign Policy Association, propounds the thesis, probably valid, that it was not the liberals but the reactionaries like Cannon, who, by their defiance of the public interest, forced the movement toward the welfare state in the midst of which we now find ourselves.

In the main, this group of biographies strikes a high level of literary and scholarly competence. They provide further evidence of the distinction which biographical writing has achieved in the twentieth century.

Other New Books

SEVEN DECISIONS THAT SHAPED HISTORY, by Sumner Welles. Harper. $3

This new volume from the hand of a former Undersecretary of State makes even clearer than before the great loss to government service of a man of his abilities. The present brief sketches point up his knowledge of history, languages, diplomacy, and world problems, and especially of Latin America, and at the same time illumine his personality and give important sidelights on President Franklin D. Roosevelt in relation to foreign policy. Most important of all, the volume shows how a number of decisions at crucial moments, no matter how unconnected they appear, all played a related part in determining the history of the world for many generations to come.

The first great problem involved the

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decision as to whether or not to appeal to the world on Armistice Day 1937 for agreement on essential principles of international conduct and the best means of insuring their observance, on the best ways of securing a real reduction in armaments and of insuring all peoples equal treatment in economic relations. Given acceptance of his proposal, the President then would have invited other nations not yet involved in wars to join with the United States in working out an Executive Committee to carry forward the plans. The President was persuaded to abandon the idea and so "the last frail chance" to spare humanity World War II was gone. In this chapter, the note of discordant relations between Mr. Hull and Mr. Welles begins, and runs like a note of doom through the whole volume.

The second of the seven sketches gives carefully weighed evidence that any other policy than the one we followed in relation to Vichy would have endangered Anglo-American control of the Atlantic before as well as after Pearl Harbor and would have postponed the ultimate victory of the Allied Powers.

The third chapter somewhat less cogently reasons that a total trade embargo, imposed by the Nine Powers and backed, if necessary, by force could have compelled the Japanese army to abandon its plans for aggression, but that between 1939 and 1941, the imposition of an oil and scrap embargo by a crippled Britain and a not yet fully armed United States would have incited an already berserk Japan to move faster and attack Malaya and the Netherlands East Indies quickly.

One of the important chapters is concerned with Mr. Welles' attempt to get all the American republics to agree on a joint breach of relations with the Axis and on measures necessary to prevent any part of the Western Hemisphere from becoming a base for subversive activities against American countries already at war. Here arose the culmination of the basic difficulties between Mr. Hull and Mr. Welles—a matter on which Mr. Welles does not mince words. However history judges the rights and wrongs of the story, the present volume indicates how slow has been our progress in human relations when a Secretary of State and his able Undersecretary can get into such an impasse in personal relations.

Another decision involved that of postponement of political and territorial decisions until the end of the war. The President's decision to create a postwar world organization founded on justice and international law rather than to form an alliance of great military powers to carve up the world into spheres of influence was momentous, as Mr. Welles shows, and the beginning of a practical dream of a world at peace.

The last chapter on "Policy for Today" but reaffirms one's belief that somehow means must be found for Mr. Welles once more to serve his country.

JANE PERRY CLARK CAREY
Assistant Professor of Government
Barnard College

THE NINETEEN-FIFTIES COME FIRST, by Edwin G. Nourse. Holt. $2

DR. NOURSE—FORMER CHAIRMAN OF the Council of Economic Advisers to the President—here writes on inflation, but his great concern is not the measure of inflation now with us but rather the attitudes and practices by individuals and groups that have kept the economy on an inflationary course. That is to say, he does not undertake to discuss specific means to combat inflation, since, as he points out, the necessary policies have been indicated by other competent persons.

Instead he discusses why it is that we do not part company with inflation, although almost everyone decries its dangers and, by now, the least economic-minded among us can comprehend the damage it has done in shearing away a large part of the value of savings that individuals had put by for later years.

Dr. Nourse examines two sets of factors to which, it seems to me, the thoughful citizen might well put his mind. One is the great fear of economic depression that has haunted us since the 1930's. Its positive counterpart is our determination to maintain full employment—a goal set down as a national responsibility in the Employment Act of 1946, which created, among other things, the President's Economic Council whose initial chairman was Dr. Nourse.

The other chief factor that Nourse looks at is our individualism, which is in some respects a facet of our concern for freedom. A distrust of centralized power is a significant element of our thinking in this vein.

In the name of individual freedom and full employment, we are, Dr. Nourse points out, indulging practices that menace both. Despite our avowed dislike of centralized power, the major organized groups — farmers, workers, businessmen — have increasingly used the government as an instrumentality in attaining their ends. They are relying on political means to deal with economic problems. The decisions obtained through government then require that the government be given related powers of enforcement. This is all done under the banner of individual freedom. While utilizing group strength for the protection of the individual, are we in fact seeing individualism run riot? Important in the protection sought for the individual is economic security; but in our flight from anything that looks like deflation, we are pursuing inflation.

These things we are doing are not essentially a result of the tumult of war and its aftermath. Dr. Nourse usefully —although very briefly—sketches the formal development of the three major economic groupings, indicating the origin of some of our present thinking.

What needs recognition by more persons is that an inflationary bias is a component of full employment. We need to learn how to live with and not simply how to enjoy or exploit the freedom that the economic security of full employment gives us. Dr. Nourse has complete faith that we can achieve continuing well-being, "policies for permanently improving the condition of working people." He himself has, in other writings, indicated the feasibility of a greatly enlarged national income. But, as the title of his present book implies, what we do in the short run—today and in the next few years—will be significant in what is open to us in the long run.

SYLVIA STONE
Assistant Research Director
Committee for Economic Development

THE MAKING OF PUBLIC OPINION, by Emory S. Bogardus. Association Press. $4

CHURCH LOBBYING IN THE NATION'S CAPITAL, by Luke Eugene Ebersole. Macmillan. $2.75

PRESSURES ON CONGRESS: A Study of the Repeal of Chinese Exclusion, by Fred W. Riggs. King's Crown Press. $3.75

PROBABLY MORE STUDENTS HAVE EXplored the field of public opinion formation during the past decade than in all the preceding years. The psychological warfare contests of World War II were quickly followed by the cold war battles for men's minds. Both are fertile grounds for inquiry.

A recent addition to this literature is the "Making of Public Opinion," by Emory S. Bogardus, a member of the social psychology faculty of the University of Southern California. The book is designed as a guide for groups seek-

(Continued on page 236)

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Letters & Life

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ing to find a way through the rapidly growing propaganda jungle and to identify the all-too-frequent damming of the streams of mass communication which bring most of us practically all of what we know of the world beyond our vision.

Professor Bogardus repeats the usual pattern of the social scientists, notably Leonard W. Doob (who, incidentally, is referred to as Lawrence Doob all the way through the book). One exception to this, however, is the special emphasis put on the value of the discussion group in forming public opinion. As a potential, this medium is significant; in practice, it is defintely limited in effectiveness.

The author's proposal for "legislation against unsound propaganda" strikes this reviewer as another version of "there ought to be a law" thinking. To raise just one problem, who would decide what was "unsound"? His program for training youth "to recognize all the gross propaganda techniques" sounds impressive on paper but some preliminary classroom experiments along this line have not proved too successful. He seems overly impressed by the bogey of advertisers' pressure on newspapers, a pressure which exists just often enough to justify mention but not often enough to warrant the space allotted it so frequently by many non-journalists.

The book, however, does round up current work in the field. This reviewer especially liked the section of four case histories in public opinion—woman suffrage, prohibition, the Japanese Americans during World War II, and the 1948 presidential election campaign.

The other two books illustrate the expanding research in a somewhat allied field—lobbying by special interests in Washington. One concentrates on a minute segment of the lobby while the other recites the story of the passage of a single law.

Professor Ebersole has studied the narrow field of pressure on government by religious groups. He first identifies them and then analyzes their methods. His over-all conclusions are summarized in these sentences taken from different pages of his final chapter:

"There is at present no Protestant politico-ecclesiastical machine comparable in power to the Anti-Saloon League in its day. . . . The evidence accumulated in this study is too limited to arrive at any conclusion as to whether Catholic lobbies constitute a politico-ecclesiastical machine organized to bring pressure by influencing votes. It appears, however, that the strength of Catholic lobbying efforts centering in Washington derives from long, continuous, and intimate acquaintance with legislation and lawmakers; from the loyalty of some Catholic government officials; and from an active interest in the administration of the law."

The third book is a detailed examination of the repeal of the Chinese exclusion act during World War II. As a case history, it attempts to pinpoint how Congress operates under various pressures to enact a law. The author had an opportunity to examine the files of Representative Walter Judd and others interested in the legislation, and the story is very fully documented.

HILLIER KRIEGHBAUM
Associate Professor of Journalism
New York University.

A CLASSIFIED BIBLIOGRAPHY OF GERONTOLOGY AND GERIATRICS, by Nathan W. Shock. Stanford University Press. $15

TRENDS IN GERONTOLOGY, by Nathan W. Shock. Stanford University Press. $2.50

THE SOCIAL AND BIOLOGICAL CHALLENGE OF OUR AGING POPULATION: Proceedings of the Eastern States Health Education Conference, March 31-April 1, 1949. Columbia University Press. $2.75

THE BODY OF GERIATRIC AND GERONTOlogical literature is steadily growing, and the majority of such publications show a desire for better analysis and orientation of the rapidly expanding field. Dr. Nathan W. Shock, chief of the section on gerontology of the National Institutes of Health, has taken on himself to edit a classified bibliography of gerontology and geriatrics which includes over 18,000 references in fourteen languages. He must have invested a tremendous amount of work in this undertaking, for which he has earned the deep appreciation of everybody who is active in gerontological research. A volume like this was just what was needed to integrate the widely different areas which are today involved in the problems of aging. This book will be an indispensable source of information for every agency and every individual actively engaged in old age research. The references have been classified in small subgroups of less than 150 items. The book is most carefully indexed.

At the same time, Dr. Shock has published a companion book, "Trends in Gerontology," in which he surveys the

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problems of an aging population which we face today, and outlines a ground plan for their solution. This book, again, is a most useful guide to the variety of projects and institutions which are at work in this country and abroad to gather the necessary medical and sociological knowledge.

A report on the Eastern States Health Education Conference, 1949, sponsored by the New York Academy of Medicine, has been published under the title of *"The Social and Biological Challenge of our Aging Population."* Authorities from all relevant fields—public health, care of the chronically ill, population control and analysis, clinical medicine, biology, nutrition, and genetics—have combined to discuss the problem posed by the large and growing old age group of our population. Is is significant that the contributors were encouraged to raise in their presentations questions for which they did not have answers. As always in symposia of this kind, short cuts and rather superficial surveys are unavoidable. However, as a whole we receive a stimulating introduction into the many aspects of the problems of old age, and there are such outstanding papers as Dr. David Seegal's "On Longevity and the Control of Chronic Diseases," and Dr. Edward B. Allen's "Psychological Factors That Have a Bearing on the Aging Process," which contain a great many new and constructive ideas.

MARTIN GUMPERT, M.D.
New York City

FROM WEALTH TO WELFARE, by Harry K. Girvetz. Stanford University Press. $5

TO CALL A BOOK TIMELY IS NOT merely to infer that it is seasonable, that it has arrived at an opportune moment. At least, when I call "From Wealth to Welfare" a timely book I mean to imply that it meets a real need of the present. Its appearance, in other words, constitutes a fortunate event.

The main intention of this work is to bring clarity to the meaning of the word "liberalism." Professor Girvetz proposes at the outset a discrimination between two varieties of liberalism, namely, that liberalism which may be called "classical" and that which is contemporary. Classical liberalism, which came into prominence in the nineteenth century (although nourished in many preceding periods), was founded upon the concept of freedom, and what the newly enfranchised middle classes wanted was freedom from the state,

Contemporary liberalism, on the other hand, proceeds from the conception of security. It assumes that freedom without security has become a kind of delusion. If, however, the need for security is a prerequisite for stability in the modern world, from whence is security to be derived? Contemporary liberalism, in sharp contrast with classical liberalism, places emphasis upon the positive state, the very entity feared most by the earlier liberals, and assumes that the guarantees of security can come only from governments dedicated to the welfare of their citizens.

Professor Girvetz, happily, does not fall into the error so common with those who strive to make sharp historical contrasts of neglecting the "law" of continuity. Contemporary liberalism, with its emphasis upon security and planning, is in one sense an extension of classical liberalism, and the sense in which this is so precipitates a subtle and formidable problem. Can the positive state which is espoused by modern liberals conduct its welfare programs without endangering the basic liberties of citizens? It is this very question which troubles so many temperamental contemporary liberals who have not as yet been able to make the transition from the old to the new liberalism.

I do not wish to take off the edge of enjoyment which may come to prospective readers of "From Wealth to Welfare" by defining or describing Professor Girvetz's resolution of this dilemma, but I am constrained to say that it is the most satisfying display of sound reasoning I have thus far encountered in this context. The modern liberal need not betray his traditional allegiance to the idea of freedom in order to move steadily in the direction of a genuine welfare society. This is Professor Girvetz's thesis and it is one which enlists my wholehearted concurrence. And, I might add, that his language and his logic, both of which reveal the marks of a genuine scholar, represent no barrier to clear comprehension and delightful reading.

EDUARD C. LINDEMAN
Former Professor of Social Philosophy, New York School of Social Work

VERSUS: REFLECTIONS OF A SOCIOLOGIST, by Henry Pratt Fairchild. Philosophical Library. $3.75

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the essays themselves, written between 1915 and 1937 and here reprinted without change except for some titles, have extraordinary freshness, trenchancy, and interest in a world of which at least their original readers could hardly have dreamed.

The change in titles was made to point up a motif the pieces have in common, though it was not evident to the author until, looking back, he could see the course of a pattern of thought of which he had not been consciously aware at the time. "Versus" does not indicate antipathy toward the world or his fellow men; certainly few men in a generation are blessed with as wide and active interests and sympathies as Henry Pratt Fairchild. It indicates, rather, "the essential tragedy of choice" that dogs mankind, not necessarily choice between good and evil but, more often, between two goods that are mutually exclusive or two evils, of which one must pick one and may hope to pick the lesser. Thus the essays here brought together deal with profits *vs.* prosperity, population *vs.* peace, liberty *vs.* security, popularity *vs.* pedagogy, statistics *vs.* common sense, labor *vs.* leisure, hunger *vs.* love, and so on.

In the decades during which these pages were written, the United States underwent one war, two peaks of prosperity, and its most catastrophic depression. It is fun as well as thought-provoking to look back at this zigzag course with the benefit of Professor Fairchild's stimulating and informal comments on the times and on humanity. The soundness of his insight into his fellow men and their "institutions" is evidenced more remarkably by the light these essays cast forward on the even more sweeping course of events in the world and the United States during the last fifteen years. MARY ROSS

Wilton, Conn.

THE IMPACT OF SCIENCE ON SOCIETY, by Bertrand Russell. Columbia University Press. $2

SCIENCE AND COMMON SENSE, by James B. Conant. Yale University Press. $4

OF SOCIETIES AND MEN, by Caryl P. Haskins, with an Introduction by Vannevar Bush. Norton. $4.50

BERTRAND RUSSELL'S LECTURES ADD nothing to what he has said before, but they furnish a brief and refreshing summary of what science has done to our ways of thinking, to our technical and economic relations, and to shape the choices today confronting us. These choices are either a bold expansion—and use—of the resources for human freedom and welfare which science has made possible or orderly submission to some authoritarian system, the two leading aspirants — communism and Catholicism — being equally repugnant to Russell.

President Conant attempts to relate science to common sense in the hope of making it more intelligible and meaningful to the layman. That is a laudable effort which we should by all means encourage; but it is in effect a propaganda to convert the heathen to a strange and foreign ideology, to use an outlandish expression. For the common sense of any period or culture is the accepted body of beliefs and understandings and rules by which people explain their world, adjust their difficulties, solve their problems, and manage their practical affairs, including their warfares. This common sense has always faced science as strange and hostile. Yet it is urgent to get everybody to reconcile his common sense with science, if some of us are not to use science to destroy our world.

To further the assimilation of science, Dr. Conant and his associates at Harvard University have contributed a promising merger of science teaching with the general education program. This book presents a number of epochal scientific discoveries in the background of prevailing assumptions, customs, and ways of thinking. Dr. Conant first makes the reader appreciate the problems involved as common sense, rather than remote, abstract speculations like those that learned monks discussed in their cloisters. Then he analyzes the problems and the course of the solution as in line with the common sense procedures of people everywhere. The investigators used common sense reasoning, they made tentative guesses and suppositions which they tried out under practical working conditions; they proved some of their assumptions worthless; but others worked. All this is common sense.

However, for many centuries common sense was chiefly dogma promulgated by authority; and this only scholars or dignitaries could discuss or argue about, while ordinary workers and artisans accepted without question. Yet the day's work yields a common sense of its own—the outcome of people's experience with the ways in which materials behave. The common sense of prevailing doctrine, cultivated in more sophisticated forms by the upper classes, sometimes combined with the common sense

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of workers in the experimental method of trial and error. So science had its beginnings; it uses mathematics and rigorous thinking, but also the workshop—called laboratory for short. Of course, science has reached far beyond that complacent ignorance which in the past called itself common sense; and has become something more complex and subtle than any civilization ever had.

Dr. Haskins discusses various types of associations and aggregations among human beings, other animals and insects, the relationship among the members and the meaning of parasitism, slavery and other "social" phenomena. His chief interest is in the advantage for future human development of various political and social patterns. The chapters on totalitarianism and democracy are interesting. The book does not pretend to be a systematic analysis but is frankly speculative and based on analogies. It is very informative and stimulating.

BENJAMIN C. GRUENBERG
Educator and writer

STATEMENT ON RACE, by Ashley Montagu. Schuman. $2

THIS MIGHT BE CALLED A BOOK ON race to end race, for we are asked to drop the term altogether and speak only of ethnic groups. Why? Because "it is easier to re-educate people by a new conception with a new term." And who says so? The experts—twelve scientists from eight different nations, who met in Paris in December 1949, under the auspices of UNESCO, to draft a statement on race which was then checked by other scientists in different countries.

After agreeing on twenty-one paragraphs related to various phases of the subject, this UNESCO statesment was sent to all member nations, asking that it be given the widest publicity and used in classrooms throughout the world.

This book, written by the man who drafted and edited that UNESCO statement, is "an extended discussion in *plain language* of that statement, which was necessarily very compact, in summary form, and assumed considerable knowledge on the part of the non-specialist reader."

In addition to the value of simplifying conclusive principles for the average reader, perhaps the most important contribution of the statement to modern thinking is the buttressing of the ethic of universal brotherhood through the scientific principle supported by the latest biological studies, "that man is born with drives toward cooperation,

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and unless those drives are satisfied, men and nations alike fall ill."

The channeling of these ideas to the general public should result in the rewriting of many college texts in biology, psychology, and sociology. Most such texts still confine the list of our innate drives to the hunger for air, food, water, elimination, sleep, and sex. Today, the average man is told by the scientists of the world that he has an innate drive for cooperation and love. This should make the job of the religionist much easier. College bull sessions won't need to spend so much time in arguing about religion *vs.* science. They agree that "my neighbor *is* myself." Let us hope the bull sessions will set the attention of today's youth on how to release this innate urge for cooperation, so that our institutions based on competition will be revolutionized into units of social interaction based on love. Time is of the essence. We are very sick today.

RACHEL DAVIS-DUBOIS
Director, Workshop for Cultural Democracy, New York City

HOW TO RAISE FUNDS BY MAIL, by Margaret M. Fellows and Stella A. Koenig. McGraw-Hill. $4

YOUR REVIEWER CONSIDERS THIS NEW book a welcome "must" for the shelf of every professional and volunteer fund-raiser who uses any direct mail promotion. Board members and trustees, often asked to vote on policy concerning fund-raising, should also have this book for background knowledge because it shows the great detail of plans, mechanics, and clerical labor involved in a direct mail program.

As the first book exclusively on the subject of raising funds by mail for non-profit organizations, it is notable. The fact that each of the two authors has had over twenty-five years of personal experience raising funds through the mail for two well-known New York social agencies makes it doubly so. They have put more than theory or just reporting the practical experience of others into this work. They have discussed the items most important to them for achieving results. Successes as well as failures outlined in simple language should convey to any reader the plus methods of approach as well as the pitfalls to be avoided.

In the increasingly competitive market of fund-raising (there are half a million organizations in the United States raising money for themselves or others), and in the face of rapidly rising costs of labor, printing, and supplies, "How to Raise Funds By Mail" seems a distinct contribution to the fields of welfare and education. Coverage is indicated by some of the subjects of the eighteen chapters: examples and discussion of good and bad letters, production, types of return envelopes to send; detailed information on building and maintaining mailing lists; useful facts about getting the most out of your post office; testing results; choosing the prospects; experienced tips on how to save money.

Every fund-raiser who uses the mails successfully knows that money, time, and goodwill can be wasted through lack of knowledge. This book, carefully followed, should eliminate many mistakes and subsequent losses. The format is attractive and many illustrations are included.

MADELINE DANE ROSS
Community Relations
Child Study Association of America, Inc.

WARRIOR WITHOUT WEAPONS, by Dr. Marcel Junod. Macmillan. $4

DR. MARCEL JUNOD HAS WRITTEN A moving, personal account of a decade of service as a delegate of the International Committee of the Red Cross in humanitarian missions which took him from the battle zone of Abyssinia in 1935 to service in the Spanish Civil War, followed closely by World War II activities in Germany, Greece, the occupied countries of Europe, and finally the Far East including Manchuria—and Hiroshima.

Keyed to a surging background of historic events and people, the book describes International Red Cross Committee programs of aid to prisoners of war and medical and relief missions. The ideal of every International Red Cross Committee operation is respect for the human being, victor or vanquished, with the Red Cross as a symbol of victory gained by man himself as he alleviates the sufferings of enemies and of friends. Dr. Junod feels that in accepting Red Cross responsibility he is not exempt from the risk of battle but appears between the two adversaries as a defender of humanity's rights.

Though the goals of the International Committee are as broad as man's deepest will for good, their activities have been limited by the willingness of nations to permit them to function. Because the Geneva Conventions when written did not envisage mass terrorization of whole civilian populations, the International Committee was helpless to stop this. The dreadful plight of Russian prisoners of war in German slave camps and of civilian victims bestially treated in concentration camps were known to the

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International Committee. Despite their efforts they were helpless to correct these conditions—in the first instance, because the Soviet Union was not a signatory to the International Convention governing the treatment of prisoners of war, and in the second because there was no governing international agreement on the treatment of civilian war victims.

The section on Spain is noteworthy for its insight into the human drama connected with prisoner of war work (including the release of the novelist, Arthur Koestler), the maneuvering that preceded the exchanges, the harassment from both sides for names, and the besieging by relatives from both sides. Five million messages for prisoners of war were transmitted in Spain alone. During World War II, Geneva became the great notice-board of stricken Europe as millions of people sought their relatives through the International Committee.

In the Far East there were dramatic experiences connected with the difficult problems of securing Japanese consent to the inspection of prisoner of war camps in Manchuria. This mission was climaxed by Dr. Junod's visit to Hiroshima as a member of the first commission of inquiry. His report on the devastation and the task confronting relief and rehabilitation is grim indeed. From his extensive experiences Dr. Junod sees the horrors of war, the famines, the bombings, arrests, and despair—ravages affecting all mankind. By implication this book is as much an indictment of peoples and nations that resort to warfare, as it is a tribute to the International Committee of the Red Cross.

MELVIN A. GLASSER
Associate Director
U. S. Children's Bureau

THE UNITED NATIONS IN ACTION, by Eugene P. Chase. McGraw-Hill. $4.50

"TIME," SOMEONE HAS SAID, "IS A gentleman." In all the criticism, disapproval, and discouragement which has been expressed about the United Nations there has seldom been a recognition of the short span of time, no matter how one measures it, that the international organization has been in operation. This book by Professor Eugene P. Chase, of Lafayette College, shows that five years —the life of the United Nations—have been barely enough for it to get started and yet have been long enough to indicate a trend, and to produce certain accomplishments. These may not be completely satisfactory, or sensational, but, as Professor Chase says, "organizations improve as they function. . . . Every job well done counts in the tally toward better jobs better done in the future."

This book is no appeal for blind allegiance. It is, rather, an excellent reference book on the formation of the UN and its activities up to December, 1949; the Korean crisis is briefly mentioned in the Preface. Considerable attention is given to the drafting of the Charter at San Francisco in 1945, although, even now, not all can be told of what went on in committee rooms, or at delegates' receptions.

The historical summary of the General Assemblies of 1947, 1948, and 1949, both as to procedural and substantive problems, with a detailed examination of the problem of Palestine, is highly useful; one gains perspective on some of the moments of high tension which threatened to "disturb the peace" from day to day, but which have been relaxed through the UN's "good offices."

A third section reviews briefly the remaining organs of the United Nations and the Specialized Agencies, giving mainly the membership and functions of each, but no itemized record of their accomplishments.

The reader is indebted to Professor Chase for a valuable and comprehensive research job, clearly presented, without beating of drums or slinging of slogans. The book gives much material for the speaker and the serious student, but it will not convince the isolationist or the apathetic—nor is it intended to. The main value is the recording of the facts of five years of development of the international organization and its emphasis on the idea that the United Nations is a political arena, where political battles are fought with political weapons —and that, if all were peace and concord, the United Nations would have a far less important role to play.

JULIE D'ESTOURNELLES
Executive Director
Woodrow Wilson Foundation

AMERICAN VANGUARD, edited by Charles I. Glicksburg. Cambridge Publishing Company. $3.50

WITH STORIES BY THIRTY-ONE ICONOclastic writers, this collection tells what the younger generation is thinking and feeling about our age of crisis and catastrophe. Though the stories run the gamut of experience—childhood, adolescence, love, sex, anti-Semitism, war, death—the predominant mood is frustration and suffering. The preoccu-

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pation with the traumatic and tragic aspects of life, though distressing, is poignantly real.

In quality the book is very uneven, but with genuine skill some of these young writers develop the pervasive sense of evil until it becomes alive, involving both writer and reader in a common feeling of guilt. At least five of the stories deserve special comment.

"The Stars are Black," by Norman A. Wasserman, is a graphic tale of war and the cruel irony of a death that is the negation of love. "A Day of Rest," by Vladimar Babikoff, is a symbolic story of a man whose life is reduced to the absurd level of killing cockroaches. "The Onlooker," by Bernice Kavinoky Isaacson, is a restrained story of a crippled woman who gives herself in selfless sacrifice until in a moment of crisis she finds herself just that—selfless, without identity, "a ghost." "The Day Papa Died," by Samuel Neiman, is a moving story of family crisis, describing the eerie relationship of the living to the immutable, the dead. In "The Other People," by Warren Adler, a man tries desperately to divest himself of blame for all the sordidness of life, finding the faceless "other people" responsible for his crimes and for the world's ugliness.

Dr. Charles I. Glicksberg, the editor of this volume, contends that the writer in our society has little chance to survive, much less achieve recognition, if he insists on presenting his own point of view rather than what is commercially "popular" and profitable. He suggests subsidization by colleges and universities as a feasible way of assuring honest artists a chance to do their work. The New School for Social Research is to be congratulated on having set such an encouraging example in this field.

ELIZABETH LANCASTER ASHLEY
Scranton, Pennsylvania

PHILANTHROPIC GIVING, by F. Emerson Andrews. Russell Sage Foundation. $3

HERE IS THE FIRST COMPREHENSIVE survey of public and private philanthropy in the United States covering the past two decades, from World War I down to the present. Broad changes in this period—the increased area of government responsibility, new patterns in the churches and private social agencies, the emergence of the idea of federated giving, the development of broader concepts of philanthropy—all these are ushering in a new era of giving, Mr. Andrews believes. How these factors have unfolded and are affecting the future outlets for private philanthropy, he shows in a many-faceted report. Mr. Andrews' style of presentation is so simple and so interspersed with interesting historical flash-backs that the book is thoroughly readable for the layman to whom it is addressed. And that is its second unique aspect. It is the first comprehensive textbook on giving ever written for the philanthropic private individual.

Presumably this is the solid citizen, man or woman, who is a board or committee member in the community welfare agency or chest, likely to be chosen for leadership in local welfare campaigns, and a substantial donor. Chapters on "Avoiding Charity Rackets," Taxation Factors," and "The Voluntary Welfare Agencies" are clearly designed for his protection. If he is thinking of setting up a sizable fund to do good over a period of time, chapters on "Education and the Arts," and "Financing Research" will bring him up to date on the fields that are already fairly well covered by philanthropy and those that still lie fallow. Government and private funds alike have favored applied research and have concentrated on the non-controversial natural sciences, Mr. Andrews finds. Pure research has lagged in this country, and the social sciences have been neglected. While the author for the most part preserves great detachment in the presentation of material, he taps repeatedly the need for more social research. "Foundations are the 'venture capital' of philanthropy," he declares. "They are the only important agencies in America free from the political controls of legislative appropriations and pressure groups, and free from the lay controls of needing to temper programs to the judgments and the prejudices of current contributors."

In a comprehensive discussion of "Foundations and Community Trusts," covering the general foundation, family fund, and fund within a community trust, one gathers that Mr. Andrews favors the type of general and family foundation in which the trustees have discretion as to spending principal, or are directed to expend both income and principal within a given period.

As a professional in the fund raising field, I find the chapter on "Fund Raising" good in its discussion of federated giving and community chests but inadequate on professional fund raising. There is far more to professional fund raising than the slick routine of campaign literature, committee organization, and report luncheons outlined by Mr.

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Andrews. A fund raising firm is hired only when the client *cannot* raise the money himself, and it has to put into the campaign the elements of strength which he lacks—knowledge of community resources, strategy in handling people and situations, a high order of public relations. These, with unremitting hard work, are the factors that really make the campaign routine pay off. Nor is the professional fund raising agency a "collection-firm." Please, Mr. Andrews! The professional never collects the money—it is the volunteer.

Mr. Andrews is a thorough man and, except for a mild divagation such as this, never makes a broad statement that is not well backed by facts. An awesome amount of research has gone into the statistical tables. For this reason "Philanthropic Giving" is recommended reading not only for the layman but for executives of philanthropic agencies and institutions, and for professionals in the fund raising and public relations fields.

New York City HELEN DENMAN

THE POOR MAN'S PRAYER, by George Boyle. Harper. $2.50

CREDIT FOR THE MILLIONS, by Richard Y. Giles. Harper. $2.50

THESE TWO BOOKS GIVE A GOOD account of the origin and development of the credit union movement in North America. They are quite unlike in content and style.

"The Poor Man's Prayer" is a story of the work of Alphonse Desjardins. Written in somewhat popular fashion, it is inspiring in that it shows how much good a man of humble origin and only average qualifications can do if he puts his heart and mind to it. So many of us feel that we are either inadequately prepared or inadequately endowed for any good task that we sit back and attempt nothing. But Alphonse Desjardins, like Socrates, felt an inner compulsion. He brought to Quebec the ideas of Schulze-Delitzsch and Raiffeisen who had worked in Germany to provide credit facilities for the common people. After many trials and errors he succeeded in bringing into existence the credit union, or what is known today in Canada as the *caisse populaire*. Finally after much effort, in which even his good wife at times lost faith, Desjardins' work received the approval of the Catholic Church and from then on it progressed rapidly.

"Credit for the Millions," on the other hand, is a story of the origin and development of credit unions in the United States. Recognition is given to Desjardins for helping start the movement in the United States; also to the Russell Sage Foundation and to Edward A. Filene, the Boston merchant whose money supported the establishment of credit unions in the United States for nearly twenty years.

One who believes, as the reviewer does, in encouraging thrift and financial independence cannot oppose the formation of credit unions. They have a place in our economy and in all efforts to develop mutual aid through group organization. On the other hand, it is folly to argue that they are now in a position to take over the field of consumer credit. This is clearly shown even in Quebec where, in spite of the work of Alphonse Desjardins and his followers, the small loan lenders have found a fruitful field for their work.

It seems to the reviewer, too, that Mr. Giles has spoken too slightingly of the efforts of small loan companies operating under the Uniform Small Loan Act to drive out the high rate lenders. For example, he says, " . . . there is something unfair about taking the loan companies seriously when they claim to be enemies of the loan sharks. This is at least half trade puffery, no different from the soap and toothpaste ads that promise health, wealth, and happy marriage." The truth of the matter is that it is not the credit unions that have driven out loan sharks, but the companies operating under the Uniform Small Loan Act in various states who have insisted on enforcement of the Act and the penalizing of those who willfully disobey it.

The first great gain in providing credit for the small borrowers, it seems to the reviewer, was in recognizing that there was a legitimate need for consumer loans, something which commercial banks seemingly had not understood nor made any effort to supply. Ignorance on this point is what brought in the loan sharks, just as the bootleggers filled the vacuum created by the National Prohibition Act. There is still a great deal of work to be done in this field. Certainly it is necessary still to have close supervision of all agencies en-

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gaged in supplying loans in one form or another. Competition helps keep the business practices clean and above board, but competition alone would not be sufficient to eliminate unfair practices and the exploitation of the poor and ignorant. There is no question but that great progress has been made in the field of consumer finance during the present century. Even the banks have now seen the light, and the leading men in the various lending groups are regularly to be found working for the elimination of bad practices and the development of higher business standards in dealing with their customers.

LOUIS N. ROBINSON
Economist and Sociologist, Retired

A PHILOSOPHY OF LABOR, by Frank Tannenbaum. Knopf. $2.75

IT IS TO BE HOPED THAT THE WIDE READing this book deserves will not be prevented by its title. Actually, this is a study of the place of the labor union in American life as a social no less than an economic force, as an institutional expression designed to extend the influence in operating affairs of democratic purposes and processes. Perhaps its most striking quality is the maturity and sanity of its approach; the author never "views with alarm." Behind his statements is a lifetime of observation, experience, and reflection which make the presentation at once detached yet imbued with a rational social passion.

This study reveals the role of the labor union as a truly conserving and moral force. It comprises, the author says, "a revulsion against social atomization on the one hand, and the divorce of owner and worker from their historical function as moral agents in industry on the other." The note of moral responsibility in the conduct of our productive life is maintained throughout; it is one of the marks of the maturity of approach, because clearly the time is past when matters of union functioning can be dissociated from their moral aspect.

Further, Professor Tannenbaum shrewdly says, "If the corporation is to survive, it will have to be endowed with a moral role in the world, not merely an economic one." To which everyone who has lived close to industrial behavior in the last quarter century will add a fervent "Amen."

Implicit in such a position would seem to be his contention that "the union must acquire expanding rights of ownership in the industry. And such a step is an inevitable by-product of the demand for lifelong security . . . increasing ownership is a logical next step."

As an accompanying requirement of such a next step the writer emphasizes "a reorganization of the educational system to make possible the intellectual and creative identity of the men at work with the industry in which they work."

This review has stressed the conclusions of this book because of their importance. But they derive from an informed and informing group of earlier chapters which explain with a fine simplicity why the union occupies a permanent place in America's social democratic economy. Without pretension or ponderous documentation this book philosophizes in the best sense about the place of the organized worker in contributing to and helping control the work of the world. Such mellow wisdom is encountered all too rarely in volumes which develop this urgent theme.

ORDWAY TEAD
Chairman, Board of Higher Education New York City

THE PLANNING FUNCTION IN URBAN GOVERNMENT, by Robert A. Walker. University of Chicago Press. $4.75

IN THE FIRST EDITION OF THIS BOOK, nine years ago, Mr. Walker reported his visits to thirty-seven cities on a graduate fellowship and his observations of the limited effectiveness of their planning commissions. In the intervening decade, the author has taken a significant part in planning processes and has directed programs in civic education. He has made fresh contact with planning activities in leading cities; and, more important, he now speaks with authority in his own right as an analyst of the planning process. He has not rewritten the first edition of his book, but has added chapters on developments during and after the war and a reappraisal of the planning function.

His thesis is that planning is one of the tools of the executive in formulating his policies and programs for consideration by the law-makers and for carrying out their mandates.

This thesis needs constant reiteration because good citizens interested in better city planning still mouth the formulas of "independence" of the lay planning commission as essential to protect the integrity of a long range plan against the shortsightedness of the political officeholders. Independence of what? Apparently of the men who make the decisions. As able and thoughtful friends

(Continued on page 246)

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MEDICAL SOCIAL WORKER, graduate of an approved school of social work, for general hospital with expandnig program. Experience desired but not essential. Salary range comparable with good agency practice. Write Director, Social Service, Bridgeport Hospital, Bridgeport, Connecticut.

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CASE WORKER: graduate accredited school of social work wanted for teen age boys in redirectional institution. Regular psychiatric and psychological services; case assignments reasonable and challenging; salary commensurate with experience and prevailing professional standards. Write Joan Staudt, Starr Commonwealth for Boys, Albion, Michigan.

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Letters & Life

from page 244

of planning as Tugwell and Mumford have come forth with proposals to elevate the planner to a role superior to, and free of control by, elected officials, forgetting that for better or worse in our kind of government, elected officials have the last word on the expenditure of public funds and on the control of the individual through the police power.

Walker's conclusion, buttressed by the evidence in thirty-seven cities, is that planners must "reorient their efforts in the direction of serving as the confidential adviser and assistant of incumbent officials, letting such parts of their recommendations as may appeal to these officials become part of the latter's own policy and program." Planning boards must desist from "undue emphasis upon marshaling public opinion for particular proposals rather than working closely with elected and appointed officials." They must overcome "lack of clear-cut responsibility to the chief executive." The man who says this speaks not only as a specialist in administration, but as one deeply concerned with good citizenship; but he can see the proper role for citizen, official, and planner. If you still resist his conclusions, read the evidence that he has arrayed.

CHARLES S. ASCHER
Brooklyn College

EASY DOES IT, by Hugh Reilly. Kenedy & Sons. $3

IN THE PREFACE TO THIS BOOK THE LATE Dr. W. D. Silkworth summarizes it very aptly: "This is not a scientific treatise on alcoholism but rather the vivid story of the death struggle of the alcoholic doomed to destruction, but in the end finding the possibility of reconstruction through the fundamental doctrine of religion. The author very properly integrates the moral psychology of Alcoholics Anonymous as an essential element of his philosophy and teaching."

This is the story of Mac who comes to the Padre in the depths of the despair of alcoholism. A man of better than average educational background and intellect, Mac has even attempted to write down the story of his progressive decline into alcoholism. The warmth and understanding of the Padre gradually bring him to a willingness to seek help from Alcoholics Anonymous. Most of the story deals with the regeneration of Mac into a mature and useful citizen who develops the personality change usually noticeable in those who have applied themselves to the Alcoholics Anonymous plan.

The book is really an informal treatise on the unfolding of the A A program and its effect on one man's life. Any person reading it will find it interesting, not only as the story of the restoration of a life, but also as a portrayal of the Alcoholics Anonymous process. The surrender of the alcoholic, his acceptance by an understanding fellowship, his learning to know himself, and finally his acceptance of a faith in himself and in a Higher Power, are all clearly brought out. Perhaps for an alcoholic not yet recovered, it would seem to be a rather tall order, but to the objective reader the book tells a gripping story.

Associate Director YVELIN GARDNER
National Committee on Alcoholism

STEELTOWN—An Industrial Case History of the Conflict Between Progress and Security, by Charles R. Walker. Harper. $4.50

FIVE YEARS AGO A STEEL TOWN OF 14,000 people in western Pennsylvania, with two thirds of the local wage earners employed in the fifty-year-old mill, received the devastating news that the plant was to be closed and operations removed to Gary, Indiana.

It is of this decision and its effect upon workers and citizens, that Charles R. Walker, director of research in the Yale Institute of Human Relations, writes. Briefly, the U. S. Steel Corporation, after extended analysis, came to the conclusion that steel pipe could no longer be manufactured in Elwood City and sold at a profit. On August 1, 1946, the president of the subsidiary announced that within two or three years the Elwood plant would be closed down. Accompanying this announcement was the promise that all the displaced employes would be offered employment at other company locations. "To anyone

familiar with the history of plant closings," the author comments, "these two features—ample advance warning and offer of full employment—are rare and in their combination perhaps unique."

Yet the announcement came as a threat of disaster to the workers, to local businessmen, and to the townspeople generally, to the whole web of family and neighborhood relationships.

What the businessmen tried to do about it cannot be discussed in brief review. The major activity was that of the workers. At a largely attended union meeting they decided that proof must be advanced that the plant could be operated economically. The union offered to look for and cooperate in economies. The men stepped up production. They showed that in some departments the same production could be reached with a smaller crew.

The president of the local union gathered up some proxies and went to the stockholders meeting in 1947, where he asked on both humanitarian and economic grounds that the order be rescinded. Out of that came a conference with the president of the corporation, and later a visit to Elwood City by President Fairless, who was conducted through the plant by local union officials. Everyone was pleased when Mr. Fairless said that the decision was not final, and Elwood City received what it considered a "reprieve." Following this meeting a changed market situation made it profitable to continue operations at the plant, and it is still running. How long it will continue no one knows. Meanwhile, the manner in which this crisis was met will stand as a monument to foresight, good will, and toleration by union and management as tools for solving the most difficult of problems. JOHN A. FITCH
Extension Lecturer, School of Industrial and Labor Relations, Cornell

THE COMPOUNDING AND HYPHENATION OF ENGLISH WORDS, by Alice Morton Ball. Funk & Wagnalls. $4

WRITTEN BY ALICE MORTON BALL, formerly editor of publications for the United States Department of State, this book will be a valuable guide to writers, editors, printers, teachers, students, typists, and others, as to when and how to join together two or more English words.

The author outlines rules and examples which emphasize the fact that compounding is fundamentally a matter of grammar essential to correct sentence structure, clarity of meaning, and good composition.

The rules on hyphenation show clearly that the hyphen is merely a visual aid to understanding. C. E.

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